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AN INTRODUCTION TO PUBLIC LIBRARY ORGANIZATION

Also by C. G. Viswanathan

CATALOGUING—THEORY AND PRACTICE

THE HIGH SCHOOL LIBRARY

(In Preparation)

An Introduction to

PUBLIC LIBRARY ORGANIZATION

with Special Reference to India

by

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CENTRAL ARCHAEOLOGICAL LIBRARY New Delhi



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In memory of

my beloved mother

SITA LAKSHMI

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Foreword

THIS introduction to public library organization, and it makes no higher claim, is an attempt to interpret for the students of librarianship in India, the latest policies and practices of the West in terms of Indian experience and national and local situations. The adaptation of these policies and practices, the outcome of many years' experiment, in the service of India's needs, and the evolving of procedures best suited to the different conditions of the East require much thought, experience and evaluation. The greater the number of Indian librarians who apply themselves to these tasks, and record their findings for their fellows, the more likely are true solutions to be found. It is a business for many minds.

The author is to be congratulated on this contribution to the problem, and for assembling and considering so much authoritative information for the use of the students, and others who are now practising professionals. It deserves a welcome for practical purposes, for there are, as yet, too few of such works in the bibliography of Indian library literature.

Mr. Viswanathan has so rightly consulted the material published by the Unesco in its Public Library Manuals, and he is especially concerned with Manual No. 4 containing the Report of the Malmo Seminar on "Libraries in Adult and Fundamental Education", published in 1951. Part 4 of this manual is the first authoritative international statement on the problems of library services in the underdeveloped areas. This statement has been amplified and extended in its application to Africa by the Report of the Ibadan Seminar, 1953, and issued in the Public Library Manual, No. 6, and will be further widened by the forth-

coming report on this year's Delhi Seminar on the "Development of Public Libraries in Asia". These reports will provide the basis and framework of discussion of much public library service planning in the future.

As is his due, a leading place is given to the work of Dr. Ranganathan, for he has long been attempting to assimilate Western ideas and practices and express them in their relation to India. The Madras Public Libraries Act of 1948, of which he was the principal architect, is given in full. Other sources, American and British, considered by the author indicate his desire to understand and communicate the very latest authoritative material available.

Relying on a very modest claim to the respect of my friends and colleagues in librarianship in India I commend this book to their notice, and I trust it will stimulate them to study and record their own experiences, impressions, principles and prejudices for the benefit of the public library service of their own country. Theirs is an exciting mission — to create a living, socially integrated service of ideas and information in society, and to construct a planned, dynamic policy of making the best ideas of yesterday and today live in the minds of contemporary men so that they may serve the community here and now. This book is, no more nor less, a contribution to just that.

EDWARD SYDNEY

President, The Library Association (Great Britain)
First Consultant to the Unesco—Delhi Public Library Project, 1950-51

Leyton
1.XI.1955

Preface

PROGRESSIVE welfare is the aim of our people and the government. The need for public library service is most urgently felt in view of the mass education programme to remove illiteracy and ignorance among the masses launched by the central and state governments in India. Every neo-literate adult will need continued access to suitable books and other reading material to " sharpen his new skill into an effective instrument of self education." Failure to provide this legitimate facility will result in stagnation of the mass mind or even a lapse to illiteracy after a short while. The state of half-education in which the mass may be left is extremely dangerous, for they may take to cheap, degenerate literature, which is in abundant supply. This is certain to destroy rather than promote the capacity to face the problems of the world with skill and courage.

" In communities where there is no flow of appropriate reading material and no stimulus to write, literacy in itself may have little significance. Experience shows that in such areas individuals who are taught to read and write frequently relapse into illiteracy, unless progress in literacy is accompanied by progress in other fields, particularly in the material means of communication.

" The wisdom and patient service of school teachers must be supplemented when the students have left their schools by liberal provision of means such as public libraries provide for the *self education* of those whose ambitions and interests, having been stimulated, are active forces in the development of the individual and of society."*

* UNESCO : *Access to Books*, 1952, p. 1.

It is the strong conviction, not only of the author, but of all right-thinking men and women — leaders, statesmen, politicians, economists, educators, social welfare workers, reformers and others—that without an original, organized scheme of public library service for the country, progress towards the ideal of a welfare state is unattainable. This study has been undertaken to assist the librarian and his assistants in existing libraries (which are governed by obsolete traditions) in re-shaping them to suit the current needs of the people and also to educate prospective library personnel in sound principles and methods of library organization (to be adopted in the functioning of new ones). Not that there is no literature on the "good of the library", but there is none which is particularly suited to the needs of the Indian librarian.

The student of library science has been facing a serious problem in studying the principles of library organization and library legislation governing the establishment and maintenance of libraries in India. It is the aim of the author to provide a simple and suitable introduction which will enable him to understand and apply the principles in practice, so that a sound and satisfactory library service emerges over the entire area of our country.

During the course of the preparation of this Introduction, the author has been confronted with the problem of striking a proper balance between realism and vision. Unless a proper ideal is set before the organizer of library services, it is certain that the resulting pattern of public libraries will be far from desirable. The principles of library organization have, therefore, been fully and effectively treated. The actual conditions prevailing in

the country, the goodwill of the public and the financial resources of the governments which support the public libraries will influence, to a considerable extent, the progress and achievements of the public library in India.

It must clearly be understood that this introductory study is a preliminary sketch rather than a detailed working plan for Indian public library structure, which will be shaped all over the country by unity of action between the state and the individual. But on one aspect of library extension the author is convinced : that mobile libraries are bound to play an important role in this country. The need for library legislation suited to conditions existing in each state is imperative and its enactment is overdue. The pattern of library organization in our country will reflect the desires and aspirations of our people on whose whole-hearted support its foundations must be laid. These and other related problems — library finance, education for librarianship, buildings etc.— have been treated.

The author is grateful to a number of individuals for help in the preparation of this work and to Mr. Edward Sydney for his valuable foreword.

The encouragement and facilities received from Pandit D. Subrahmanyam, M.A., Librarian, Banaras Hindu University Library, in the preparation of this book have been of immense value. The author is particularly conscious of his indebtedness to him. The willing cooperation and assistance rendered by Mr. Rajendra Narayan Sharma, B.A., Dip. L.Sc. (my former student, and at present Reference Librarian, Banaras Hindu University Library), in the preparation of the MS. for the press, has

been abundant and sincere. The author is thankful to Dr. Van de Ville, D.Litt., Lecturer in French, Banaras Hindu University, for rendering the French passage quoted into English. It was the author's good fortune to come in contact with Mr. J. B. Ferguson, F.L.A., Librarian, British Council, who has been kind enough to furnish valuable material relating to the mobile library service as it obtains in his home county of Shropshire. The author is particularly thankful to him for his sincere assistance.

The author will be failing in his duty if he does not acknowledge his debt of gratitude to the Government of Madras for granting permission for the reproduction of the Madras Public Libraries Act, 1948, in this book and to Dr. S. R. Ranganathan for the references from his works, *Five Laws of Library Science* and *Library Legislation.*

During the author's stay in the U. K., Mr. A. P. Agarwal, M.A., LL.B., Dip. Lib. Sc., Reference Assistant, Banaras Hindu University Library, readily agreed to compile the index. The author is particularly grateful to him for his assistance.

The author is specially thankful to Mr. P. S. Jayasinghe of the Asia Publishing House who readily agreed to publish the book within a very short period. Mention must also be made of the editing of the MS. for the press by Mr. Samuel Israel of the Asia Publishing House whose suggestions have been extremely helpful in improving the presentation of the material.

It is the fervent hope of the author that this introduction will prove useful and dependable to all those—

librarians, students of library science, library legislators and many others— who are responsible for the development of a better public library service for the nation.

Suggestions for the improvement of the book will be gratefully received and carefully considered in the preparation of subsequent editions.

C. G. VISWANATHAN

Banaras Hindu University
Department of Library Science
July 12, 1955

Contents

Foreword by Edward Sydney, President, The Library Association (Great Britain); First Consultant to the Unesco — Delhi Public Library Project, 1950-51 vii

Preface ix

1. *A Real Library, Its Purpose and Function* 1
2. *Principles Governing the Formation of a Library* 7
3. *The Government of a Public Library: Its Legal Basis and Security* 20
4. *Library Finance and Other Resources* 41
5. *Library Personnel: Their Education and Training; Their Duties and Responsibilities* 52
6. *The Library Building, Its Planning and Equipment* 64
7. *Books, Their Choice and Collection* 73
8. *Library Rules and Regulations* 80
9. *Basic Pattern of Library Service and Service Points* 83
10. *The Travelling Library* 90
11. *Conclusions — The Future of the Public Library in India* 101

Select Bibliography 106

APPENDICES

I. *The Madras Public Libraries Act*, 1948 113

II. *Shropshire County Library Mobile Library—Principal Specification* 128

III. *Shropshire County Library Mobile Library Service* 136

Index 149

PLATES

Library Equipment Between 14–15

Mobile Library Van Between 90–91

1. A *Real Library,* *Its Purpose and Function*

"THE CULTURE of the world is contained in its libraries." [1] If that culture is to have its fullest significance for humanity, in guiding them to plan for peace and prosperity of the future, libraries must be reshaped and set to function in a manner befitting the object.

A satisfactory definition of a library would be "a collection of books, assembled for use, as against collections assembled for sale, for display, for the pride of possession or for any of the purposes for which books may be assembled." [2] Successive cultures and civilizations of the past have left behind a volume of records of the thoughts and actions of men and women of the past which has been steadily growing. Such accumulations include clay tablets, papyrus sheets and parchment rolls and, finally, printed books and other audio-visual equipment. The discovery of typography and improved traditions of the printing press resulted in the production of cheap and large numbers of books, which have influenced in a large measure the size and scope of libraries. Modern libraries have largely to do with these printed books.

1. C. O. Houle, ed.: *Libraries in Adult and Fundamental Education*, UNESCO, Paris, 1951, p. 5.

2. C. R. Boden: "Standard for the Public Library Book Collection" (in *The Library of Tomorrow*, ed. by E. M. Danton, 1930).

"Books in all their variety offer the means by which civilization may be carried triumphantly forward and the importance of making them available to everybody able to enjoy and use them can hardly be overestimated."[3] The UNESCO Manifesto, 1949, "The Public Library: A Living Force for Popular Education" urges the utilization of its potentialities in all possible ways. The importance of a library in shaping the progress of community life has been set out in a number of ways. It can be stated in simple terms that libraries have in the past and are at present giving the ordinary man, woman and child the chance to develop intellectually. The four great agencies which are available to make the citizen into a reasonable and thinking individual are the school, the public library, the press and the radio. In order to obtain the best results, these agencies should be free from undue government control. "The potentialities of a country's libraries, particularly of its free public libraries are, from the point of view of educational and sociological significance to the people, second only perhaps to the system of formal schooling."[4] The public library is capable of extending its services and usefulness to all groups and shades of opinion in the community, irrespective of age, religion, profession, sex, political conviction and economic level. No other social institution can perform such a wide range of service to the entire population of an area. Its definition as a Centre of Communal Study, an information bureau, a continuation school, a training school for demo-

3. L. R. McColvin and James Revie: *British Libraries*, 1948, p. 1.

4. J. P. Danton: *Education for Librarianship*, UNESCO, 1949, p. 2.

cracy, goes to show how far-reaching are its capabilities in moulding the life of the community. Therefore, "the public library should be active and positive in its policy; it should claim a dynamic part in community life; it should not tell the people what to think, but it should help them decide what to think about." [5]

Libraries give light and people find their way to become good citizens of the world, endowed with a deep desire to secure peace and progress.

Libraries and the books in them are incapable, by themselves, of making men into good and useful citizens. Books are a means to an end. A book is a silent object in suspended animation and libraries which contain books are equally silent and powerless. The moment a certain use is made by a reader, of the information contained in a book, the book becomes a source of inspiration and assumes dynamic qualities and the power to shape the destinies of several human beings. It is the responsibility of the library profession and the library authorities (the local or state governments) to help in the task of making libraries a living force in the world of today.

The basic principles of public library theory are that "it [the library] must be free of direct charge; it must be free of physical barriers against access to books; and its stock must be free of any load of censorship, crediting the reader with the ability to make up his own mind. Such a library is not only a necessary concomitant of democracy, it is an expression of faith in civilization."[6]

5. Edward Sydney: "Delhi Public Library Project", India, Ministry of Education, *UNESCO Projects in India*, 1953, p. 65.

6. F. M. Gardner: "Delhi Library Project", India, Ministry of Education, *UNESCO Projects in India*, 1953, Pt. II, Ch. V, p. 85.

Among the varied and extensive activities of a library, the collection of a book stock, its preservation and, finally, its dissemination or serving should be considered as primary functions. Choice of material suited to the needs and desires of the public from an infinite and complex world of books, and the adoption of economic methods of its preservation with a view to make it readily available through an efficient service to the public, calls for a thorough system. The system underlying these functions must be based on the ideal of bringing " the right book to the right reader at the right time." " The books must be assembled at strategic places ready for deployment, so arranged there that they can be used with a minimum of effort and time, and administered by people specially qualified in the every-varying task of making them effective. Such an organization inevitably, becomes itself an instrument of education, in the widest sense of the word, because it displays to the reader the full range of available material and encourages him to use it." [7]

These general functions of the library have been stated by Marcel Godet, a former president of the International Federation of Library Associations, in his address at the twelfth session of the Federation at Amsterdam in 1939 :

" L'une des conceptions, celle même qui a donné naissance à la bibliothèque publique moderne, voit dans la bibliothèque un lieu de libre recherche, un foyer de culture individuelle, une possibilité pour chacun de se former, par examen personnel et impartiale comparaison, un jugement indépendant ; bref, un facteur de liberté."

7. L. R. McColvin and James Revie : *British Libraries*, 1948, pp. 10-11.

["One of the conceptions, the very same one which has given birth to the modern public library, sees in the library a place of free research, a centre of individual culture, a possibility for everyone, by means of a personal and impartial comparison, to form for himself an independent judgment, in short a factor of liberty."]

If the libraries of a country function on these lines, the imperishable wealth of a nation, knowledge in books, is not only preserved but also used for the benefit and prosperity of the country. They afford an opportunity for enhancing the dignity and well-being of the common man. Such institutions are vitally needed to enrich human personality and to arrest the degradation of man into a functional unit. "No one who has learned to read beyond the level of bare literacy and who wishes to play his full part in the life of his community can possibly keep in touch with what is happening elsewhere in the world, with what even is happening at his doorstep, without recourse to books and periodicals, but few people in the world can buy all the books they need for their own personal use." [8] Public libraries are, therefore, needed in large numbers all over the country, playing their full part in the educational and cultural development of the nation. Libraries as they exist in India at present are remarkably haphazard and casual. "That an instrument of such tremendous potential for national, social and personal good shall have been left to the vagaries of a multitude of public bodies, government departments, firms and educational institutions, some of them of inadequate financial strength, many of them

8. J. T. Bodet : Foreword to L. R. McColvin : *Public Library Extension*, UNESCO, 1950, p. 5,

largely ignorant of a library's true function, and all of them independent and uncoordinated, strikes us as paradoxical." [9] These words, written in the context of the situation prevailing in Britain, are equally applicable in this country, the government of which prides itself on the successful implementation of a bold Five-year Plan. The need to know for oneself, and to keep informed of the current state of affairs, through a free and wide access to knowledge, is an inescapable necessity for the good of the nation and the individual. All democratic governments must faithfully implement the undertaking to provide all possible facilities to their citizens in this matter by establishing and maintaining an up-to-date and full library service.

9. Robert F. Ashby: "Memorandum on a National Library System," *Library Association Record*, London, V, 56, 11, (1954), p. 417.

2. *Principles Governing the Formation of a Library*

DR. S. R. RANGANATHAN has stated that a "combination of impatience and inexperience is the greatest danger" in the task of library organization. Before any programme to set up a library service in any locality is drawn up, it is very necessary to collect, through a survey of the community, the data in respect of the social, economic, political and physical characteristics of the population. Without an adequate knowledge of the way of life of the people for whom it is intended, an appropriate type of library service is seldom established. It may even result in a total failure. It is advisable to draw lessons from the past experience of libraries and librarians so that all possible risks of failure may be eliminated. After its establishment, the library service will be found to be indispensable, for it is directly concerned with the day-to-day life of the community.

In advanced countries, where stable and good government exists, reliable data about the community are normally available in the various state records and documents, like the census reports, economic enquiry reports, linguistic surveys, geographical surveys and educational surveys. In localities where previous data about the population are not available, it is fundamental that a community survey is instituted to ascertain the type of library

service appropriate to the area and which must be provided.

In a civilised community, certain features exist which are favourable to the establishment of an effective library service. "The tradition of an ancient and revered culture, which permeates the people's lives, offers a sturdy trunk upon which the library may be grafted. Those countries in which learning and knowledge are respected and honoured offer a fruitful field. Other such features include the following :

(a) An awareness of local community needs and the desire to satisfy those needs.
(b) A conscious urge to learn and develop.
(c) The existence of various particular incentives to become educated, e.g., occupational, social or financial ambition.
(d) A homogeneity of language, race, religion.
(e) A sufficient degree and a steady annual increase of literacy.
(f) The existence of reasonably compact and stable communities, readily accessible to each other.
(g) A genuine interest in education and social welfare on the part of local and national authorities and officials.

Unfavourable features include the following :

(a) An extreme or unhealthy climate.
(b) Ill health or malnutrition arising from any cause (over-population, unhygienic occupations, etc.).
(c) Poor communications.
(d) The absence of any significant tradition or experience of group co-operation for common improvement.

(e) The existence of a local language which is not used as a language of 'culture', side by side with a second language, the language of 'culture' which is used or understood only by a small minority.

(f) A local tradition which disapproves of the education of women.
(N.B. 'Teach a mother and you teach a family.')

(g) A poor economy.

(h) Apathy of the elite towards the education of the people.

In addition to these unfavourable factors, there may be a resistance to any attempt to bring education to underdeveloped groups in the community to retain or increase political, social, religious or financial dominance. Serious conflict between competing religious, political, social or cultural organizations may also impede education. Perhaps the greatest obstacle of all, however, would be a political situation in which a policy of discouraging the enlightenment and self-development of the mass of the people is deliberately pursued. Special problems arise in those regions which do not govern themselves, and in which there exist suspicion and hostility towards those who govern."[1]

In the light of the above statement enumerating the favourable and unfavourable features for the successful emergence of a public library, Indian conditions at present appear to be quite favourable and opportune. The country does not suffer seriously from want of agencies for commu-

1. C. O. Houle : *Libraries in Adult and Fundamental Education*, UNESCO, 1951, pp. 113-14.

nicating information to the masses. There are plenty of institutions popularly used by the people for religious or social purposes like the temples (mandirs), schools, market places, missions, ashrams, rural centres, fairs and festivals, religious orders and societies, labour unions and associations, whose activities and cooperation could be enlisted for the successful organization of a public library service. The civilization of our country is revealed in our ancient proverbs and axioms of which we select a few from Tamil as specially appropriate to the cause of library service. One says, "Do not reside in a place where there is no temple." It may be presumed that from the very early times, the temple was the centre round which the people lived. Enough evidence is available that religious, philosophical, literary and artistic discourses were conducted in the premises of the temples. The desire and devotion of the people to learning and literature was and is still unmistakable. There is another axiom of Athivirarāma Pandiyan which says that a person who teaches the alphabet is God. The alphabet stands for literature and learning and God is personified in the guru or acharya or the instrument of education.

Libraries could virtually become temples of learning, if organized and established on sound principles.

Dr. S. R. Ranganathan, in his most successful and fundamental work *Five Laws of Library Science*, has laid down, in a superb manner the salient canons which govern the making of a successful pattern of a library.

I. *Books Are for Use*

Dr. Ranganathan's first canon — "Books are for use"—is based on the concept that the human being is the

most ultimate of ends. The most fundamental element in the freedom of the individual is the freedom of thought. It is for the sake of the world of ideas and for the freedom of man to move about in that world that a library service exists. Freedom of thought is the best guarantee of freedom of action, which all of us desire.

Books were only for preservation till the end of the 16th century. Till then, books were chained and closely guarded from readers. The library authorities were actuated by a desire to preserve and hoard knowledge in books. The librarian of those times was a faithful custodian of books and securely maintained the collection free from human touch. A shelf full of books, undisturbed by the use of readers was his delight. A slight justification for the adoption of the strictest security measures to control the removal of books from their shelves might have been their rarity and high cost of production in those times, as well as the insistent demand from the people. But after the book has become a cheap product of the printing press, it is absolutely unjust to continue very nearly the same measures and methods of control over the use of books. Even today, in several libraries, the old traditions continue and books are kept on shelves, completely closed and securely locked, so that the people may not disturb the order. These "libraries" cease to be libraries in the real sense of the term. It is fatal to the existence and growth of libraries to keep the books away from the readers. The moment the fundamental objective of a library — the use of its material by the people it serves — is realised, no library will agree to restrict access to books.

The adoption of the principle that books are only for use will influence the character and progress of the

community and help it to attain a higher standard of life. The circulation of books will increase and a sense of library consciousness will begin to prevail over the people's minds.

In order to get this principle successfully implemented, the library authority must consider : (1) the location of the library ; (2) the library working hours ; (3) the internal equipment and furniture ; (4) the library staff ; (5) the library rules and regulations ; and (6) the library finances.

1. *Library Location*

"Far from the madding crowd's ignoble strife" is not to be the motive in regard to the situation of a library. The outskirts of a town or a corner of a village will be most unsatisfactory, as the people will not find it convenient to reach a distantly located library. A distant location may secure a more silent atmosphere, but it will result in only a few people approaching the library.

Therefore, whenever possible, the location of a library should be at a point in the area which is conveniently accessible to the readers. Usually, the centre of a city or town, where people will congregate in large numbers for their daily needs or avocations, will be suitable. The idea is that the library should be located in the midst of those who are to use it. The ideal situation should be such that it is within a few minutes walking distance for all. But care should be taken to see that the place in which the library is located is attractive, comfortable and hygienic. It would be wise to locate it near the town hall, a river crossing, the market place, or a religious centre. A satisfactory location will result in increased reading

habits among the people. The mind and spirit of man will be ennobled.

2. *Library Working Hours*

A library should remain open specially at times when people will be free from their work. It is when they have leisure that they will have the convenience and inclination to use a library. If the working hours of a library are restricted to a few per day, during which the public are busy in their daily avocations, books in the library will remain unused. The purpose of the library will be defeated.

In order to ensure that the maximum use of library material is made, libraries should work between ten to fourteen hours a day, so that different sections of the community having varying periods of rest and leisure can use the library. In an agricultural community, people will normally be engaged in their work during the morning and evening; they will be comparatively free at noon. Therefore, the working hours of libraries in predominantly agricultural areas must be from 10 a.m. to 8 p.m. In an industrial or urban community, work usually begins at 9 or 10 a.m. and lasts till 5 or 6 p.m. A library for such an area should function from 6 a.m. to 10 a.m. and from 5 p.m. to 10 p.m. The longer the library works, the greater is the possibility of its material being used. It is not the convenience of the librarian that should influence the working hours of a library, but that of the public for whose use it is intended.

3. *The Internal Equipment and Furniture*

The main items in the equipment of a library are

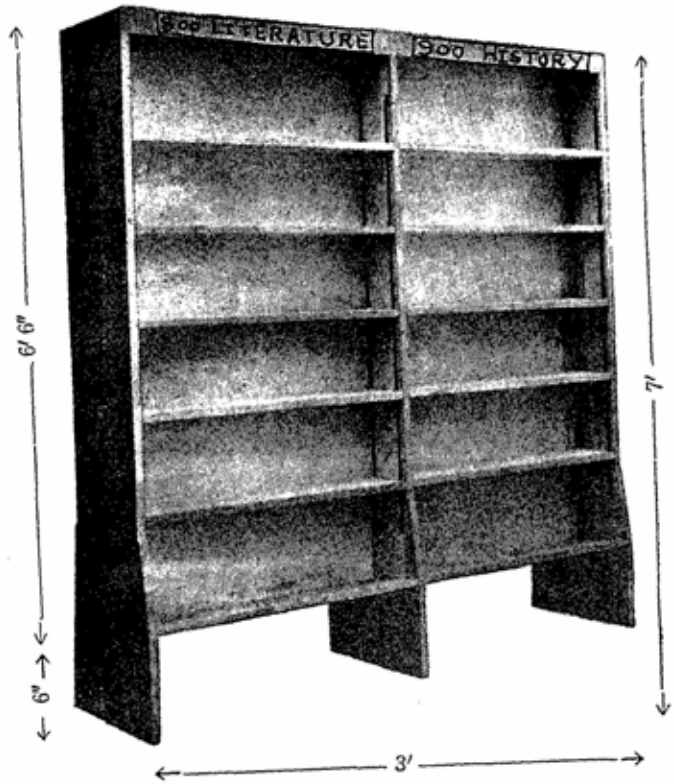
the bookshelves, book display cases, the sitting accommodation, the catalogues, the circulation counters, the loan desks, the working tables and other miscellaneous furniture like pamphlet cases, cupboards for posters, exhibits, pictures, films etc.

The furniture should be mobile, so that any desired location and arrangement is possible. The maximum height of a bookshelf must not be over 7½ feet, including the height of the plinth, 6 inches. This height is determined by the average height to which a man's hands can reach for picking out a book from the topmost shelf.

In the past, the height of the ceiling determined the height of shelves. This was in conformity with the obsolete idea that books were only for preservation. They could be kept at any height, for none would find use for them. Now that all modern library provision is based on the principle that all the material in the library is for the use of the community, books must be located in shelves at convenient and easily accessible heights. If they are placed 15 or 20 feet from the ground, more time and effort is spent by the reader before a desired book is located and taken out. It is uneconomic to provide bookshelves with doors, locks and keys and engage persons to open and close them. The principle : "Books are for use," will convince the library authority that the obsolete type of shelving has to be replaced with the standard-dimensioned shelves generally accepted for public library equipment. Catalogues of library furniture and equipment issued by library supply houses,[2] may be consulted for detailed information.

2. (a) Libraco, London ; (b) Gayford Bros., New York ; (c) Curzon & Co., Madras.

STANDARD BOOK CASE



Depth : 8″

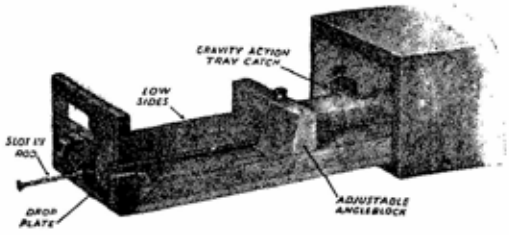
Centre partition of plywood or wire grille.
Capacity (double sided) : 600 vols. approx.

[*Courtesy* : Libraco, London]

FORTY-TRAY CABINET ON STAND



CATALOGUE-CARD TRAY



Trays made of teak, low at the sides to reduce wear on cards and projecting tabs of guide cards. The rod can be withdrawn and inserted, locking the cards securely. The drop plate falls automatically into the slot in the fore-part of the rod, when the rod is pushed into position. The catch prevents the tray being accidentally upset when pulled out.

[*Courtesy* : Libraco, London]

The customs of the community must be considered when planning furniture so as to suit the habits of people — sitting on mats or chairs. Furniture and materials of local manufacture will be more suitable than those of foreign design. Among the users of the library, there will be children also. In order to suit the juvenile section of the community, suitable equipment and furniture should be designed to facilitate accessibility to books.

In designing and providing the equipment and furniture, utility should be the basic factor. Attractiveness and beauty should be only secondary, for a library is not a thing to be looked at and admired, but an organization whose materials are to be intensively used.

4. *The Library Staff*

It is the library personnel that makes or mars the success of a library. Therefore, it is of utmost importance that only such persons as have unquestioning faith in the principle that books are for the use of humanity should be recruited to and put in charge of a library. The modern librarian should cease to be the keeper and custodian of books and become an active interpreter of books and information. Appreciable results of library provision will be visible if the librarian has sound scholarship and professional education and training as his background. The library staff should realise their responsibility to the public ; that they are there to serve effectively the members of the community and afford full satisfaction to them. The librarian and his assistants should be familiar with technical processes like " classification " [3]

3. W. C. Berwick Sayers : *An Introduction to Library Classification,* London.

and "cataloguing"[4] as their application, in making the books more readily available for use, will go a long way in intensifying the use of the library material.

If only the books were to be kept securely away from the reader's touch, as of old, none of these qualities would be needed from modern library staff. As the use of books is the fundamental objective of a modern library, it has completely revolutionised the character and type of library personnel and, ultimately, their remuneration and reward.

5. *Library Rules and Regulations*

The rules governing the working and use of an ill organized library have the effect of scaring away the readers. Such rules, instead of guiding and assisting the public, create a sense of fear and repulsion in the mind of the user ; for they are drafted using terms of commandment. Sensitive members of the community never use the library although they may be potential users. A good section of the readers is lost to the library. Therefore, it is wise and necessary in such cases to change the library rules and regulations so as to embody in them a spirit of cordiality, helpfulness, guidance and instruction in the proper use of books. The rules should assume the character of a sincere invitation of the prospective library patron. The set of library rules, should impress on the public that the library is meant for the free use of the community, to their advantage.

4. C. G. Viswanathan : *Cataloging, Theory and Practice,* Banaras, 1954.

6. *The Library Finance*

The sources of income for a library need to be largely expanded and intensified consequent to the adoption of the principle that books are for use. Larger numbers of books, longer working hours, standard equipment and a well-qualified staff will demand increased funds for expenditure. The face of the library gets altered, and becomes bright, attractive and inviting.

II. *"Every Reader His Book"*

Dr. Ranganathan's second canon: "Every reader his book" is enunciated from the viewpoint of users of books. It is intended to displace the obsolete idea that books are for a select few. In this connection, it seems appropriate to quote Cobbett's words in the British Parliament on the affairs of the British Museum: "Let those who lounged in it, and made it a place of amusement, contribute to its support. Why should tradesmen and farmers be called upon to pay for the support of a place which was intended only for the amusement of the curious and the rich, and not for the benefit or the instruction of the poor? If the aristocracy wanted the Museum as a lounging place, let them pay for it." [5]

Adoption of this principle in the organization of libraries will extend the scope of use to one and all in the community, irrespective of age, sex, race, political convictions or economic status. If every member of the community has the privilege of using the books in the library,

5. Hansard's Parliamentary Debates, ser. *3. V. XXI* (March 1 — April 1, 1833), p. 1003.

the number of books in the library will have to be multiplied in proportion to the population served. Books of varying standards and aspects have to be acquired. Ultimately, it will be necessary to establish a number of branch libraries. If every person is to get his or her book, the responsibility of the library to provide an adequate number and appropriate types of material increases. In order satisfactorily to discharge this wide responsibility, library authorities require secure and stable finances. The financial resources of libraries will have to be safeguarded by enacting proper library legislation which will empower the library authorities to levy a tax and realise the funds necessary to provide an adequate service to the community. It is very unlikely that such a library tax will be resisted by the community, for every member is assured of the privilege of using the books in the library, which will be acquired in direct relation to his needs and desires. The library authorities can hardly succeed without the fullest cooperation and support of the community.

III. *"Every Book Its Reader"*

"Every book its reader," Dr. Ranganathan's third canon for the organization of a library, envisages that no book in a library will lie dormant, without someone finding use for it. In order to ensure that all the books in a library are used effectively and intensively, it is essential to select them properly, to provide free and open access to the shelves, to publicize the library and to carry on extension work among the members of the community, indicating the value of books and reading. To ensure

that the books are easily and quickly found by the readers, they should be arranged in a systematic order on the shelves, sound catalogues should be compiled and displayed for use, and a reference service should be organized. In selecting books, agreed principles should be adhered to.

IV. *"Save the Time of the Reader"*

Dr. Ranganathan's fourth canon: "Save the time of the reader," is intended to assure economy of time to the reader in using the books in a library. A library should be provided with labour- and time-saving mechanisms and arrangements like shelf arrangement in a classified order (which is necessarily helpful and convenient), quick charging and discharging systems in the circulation department, mechanical guides for departments, stacks, bays and shelves and sound catalogues.

V. *"A Growing Organism"*

Dr. Ranganathan's fifth canon: "A Library is a growing organism" envisages continuous growth, change and variation in a library, both in its contents and its patrons. If the same set of books continue to remain in the library, it will cease to interest and attract the public. A harmonious combination of books, readers and staff is essential for the healthy growth of a library. This principle has special significance in planning the library for the future.

Libraries organized on the basis of these five principles will prove efficient, popular and will succeed in achieving the fundamental purposes for which they exist.

3. *The Government of a Public Library: Its Legal Basis and Security*

THE PUBLIC LIBRARY is a free institution maintained for the good of the common man. As any form of good government of a state or body is based on legal sanction and acceptance, it is fundamental that this democratic institution be placed on a firm legal foundation.

The state should formally and specifically recognize, first of all, its responsibility for a complete state-wide library service. As soon as possible, the government of the state should step up the permissive type of library legislation to an obligatory level — laying down the state's responsibility for ensuring the establishment and maintenance of public libraries. "In other words, the principle that the library is an educational concern of the state should be established beyond question."[1] Some states of the U.S.A., Missouri, Washington, Virginia, for example, have incorporated in their constitutions the responsibility of the state "to promote the establishment and development of free public libraries and, to accept the obligation of their support by the state and its subdivisions and municipalities"[2] in the preambles to their library laws.

1. C. B. Joeckel: *Government of the American Public Library*, Chicago, 1935, p. 354.

2. C. B. Joeckel and Amy Winslow: *A National Plan for Public Library Service*, American Library Association, 1948, p. 55.

Library laws should be enacted by competent legislative bodies as soon as the needs and conditions of the community are studied and determined. They should conform to the pattern of legislation adopted for the country. In a country like India, which is vast in its area and with a population characterised by several linguistic and social traditions, library laws should not be centralized, for no general type of library legislation can meet the varying local conditions prevailing, in the midst of which the libraries have to function. The following principles enunciated by an eminent authority may be noted :

" (*a*) The library legislation must be both simple and general, that is to say, it should neither be too minute or specific nor too rigid in its regulations. It should allow for future development, without giving opportunity for misinterpretation.

" (*b*) It must as far as possible be kept above accidents of political changes.

" (*c*) The law must make library services possible, encourage development, and ensure that libraries shall be provided. It should not be merely a question of 'permitting' and 'auditing' but of creating conditions in which libraries can flourish.

"(*d*) It should co-ordinate library activities and control them in full recognition of the people's right to free access to the means of knowledge and factual information.

" (*e*) Library legislation must also take into account different types of libraries in the same country.

" It should fully cover the public libraries and include clauses relating to research and special libraries and their

particular needs. With regard to public libraries, the law should stipulate the duties and privileges of these libraries and above all, the terms of financial assistance that they should receive from public authorities.

"(*f*) The law must make clear the respective responsibilities of local, state or national administrations, official or private, as far as public libraries are concerned.

"(*g*) The financial scheme must be drawn up in a flexible manner, which would permit a certain amount of local variations.

"(*h*) The law may provide either for state establishment of libraries or state aid when local governments are managing them. The service may be made compulsory whenever the conditions of communities are favourable, e.g. adequate finance, sufficient degree of literacy, availability of trained staff, suitable collections, etc.

"Granting these conditions, it should be prescribed, however, that every locality (urban district or rural region) should provide and maintain a public library, just as it maintains an elementary school or any other service. But the application of compulsion must be closely related to the financial resources of the district.

"(*i*) The law must prescribe that public libraries should be free and accessible to all categories of people by putting at their disposal books and other material fit to maintain and advance the general level of public education, academic as well as material. The law should also provide for public library resources to be supplemented by those of specialised and scientific libraries, which should in return receive assistance from public funds.

"(*j*) All libraries should lend their books free of charge to all citizens in the country in accordance with an approved scheme for co-operation between libraries.

"(*k*) The books in stock should cover every opinion : not only should library and professional interests be taken into account, but also all political and religious opinions. The only censorship should apply to the type of books which would incite to crime and violence [racial hatred and mental and moral degradation].

"The law should also include provision for the establishment of libraries for children, and schools, for the sick, and aged, for the defence services, and merchant marine, etc.

"The library act should allocate different tasks to different types of libraries in order to ensure more economical administration, rationalization of methods, specialization in subject fields and altogether a better service to the community as a whole." [3]

Library legislation should thus systematize public library service and bring the libraries within the reach of the entire population. The creation of a strong library agency which can furnish library leadership of the highest quality should form an essential provision.

A study of the American pattern of library legislation as compared to the English one will afford an opportunity to apply the principles noted above to an examination of the library laws of these countries and those of Madras and Andhra States in India. This will give us a measure of the adequacy or inadequacy of these laws.

The general characteristics of the American public library laws are :

1. Library service is not wholly mandatory. Its

3. C. O. Houle : *Libraries in Adult and Fundamental Education,* UNESCO, 1951, pp. 137-8.

adoption has been voluntary and is usually based on the popular vote and the general desire for book service. There was, of course, apathy in the early stages but at no time in the history of the American libraries has there been any really serious opposition to the library idea.

2. The library service has been essentially free. The concept of free public library service has got firmly rooted in the public mind, extending far beyond the mere question of dollars and cents.

3. Library laws were responsible for a steady improvement in the quality of library personnel — an outstanding feature of the American public library. The professional education of librarians received the best attention. Library schools were founded and the best possible type of qualified librarians were produced.

4. Library laws enabled the library boards or trustees and the librarians, as their chief executives, to perform a good job earnestly and altruistically. The main concern of both these groups has been to ensure that library service should on no account be jeopardised by political upheavals and controls.

In general, the pattern of public library government in the U. S. A. reveals a varied picture. Each of the forty-eight states and other smaller local areas has its own set of library laws to suit the local population.

The federal structure of the American union disallows direct control of local affairs by the central or national government. The states are the supreme masters in respect of local matters. The state governments granted wide powers to the city and town governments to carry on local self-government activities. The Federal government does not directly intervene in public library organization and control in the U. S. A. The public library looks

to the state, and not to the national government at Washington, for help, guidance or support.

The general characteristics of the English system of library legislation are :

1. It is simple and uniform as the national government at London is empowered to enact library laws governing the local public libraries. The British parliament, by passing general laws, provides for the methods of organization and control of all libraries and has enacted library laws from 1850 to date.

2. A series of public library acts from 1850 to date form the legal basis of public libraries in England and Wales and another series of similar laws, with certain modifications or differences, apply to the public libraries in Scotland and Ireland. Instead of forty-eight systems of law, as in the U. S. A., one suffices for England and Wales and three for the whole of Great Britain.

Is there any special merit in uniformity in library legislation ? It is a doubtful point. The American experiment of having diverse laws for libraries in the constituent states appears more practical and needs to be applied under the identical conditions in India.

3. Public library legislation in Britain, in the early stages, met with serious opposition which has been gradually surmounted. The leaders of the public library movement with earnest devotion and firm faith in the goodness of their cause finally succeeded. One hundred years of public library organization and legislation has resulted in a close network of public libraries all over the country.

In India, the states of Madras and Andhra have library laws governing the establishment and organization of public libraries in these states. The Madras Public Li-

braries Act (Madras Act XXIV of 1948), which held good for the undivided state of Madras, now holds good for both Madras and Andhra states, on an agreed formula. The Bombay State Library Development Committee's report of 1939 is in the nature of a grant-in-aid order. Although Delhi has a public library, it is in the nature of a pilot project, and experimental measure, under the combined auspices of UNESCO and the Government of India. It has no legal foundation but is backed by an executive order, which needs to be formalised in law.

In the state of Hyderabad, appropriate library legislation, The Hyderabad Public Libraries Bill, 1954, was introduced in the State Assembly in the August 1954 session. The Bill has passed the first reading stage and it is expected that it will be passed into an Act very soon.

The Bill visualises the establishment and maintenance of public libraries in both the rural and urban areas of the state. It recognises that the library service is a social service and makes it a charge upon the community by raising a library cess to be collected along with the property tax. Though the amount thus realised is meagre in comparison with the stupendous task, it is definitely a step in the right direction. It is expected that when the final Act is implemented, it will become possible to plan the extension and improvement of the library service and the establishment of new public libraries, and to give substantial aid to the private libraries.

A detailed study of the objectives, nature, scope and effects of the Madras Public Libraries Act, 1948, will afford a clear insight into the policy of public library provision and service of the two states, Madras and Andhra. Perhaps the conditions obtaining in these two states may be considered representative, in a large measure,

of the other major states (Bombay, Bengal, Uttar Pradesh, Madhya Pradesh, Bihar) which are likely to undertake the enactment of library laws in the near future.

The most important factor which influences the establishment and development of libraries in a country is the percentage of literate population. According to the latest census report (1951), the percentage of literacy for the whole of India is 16.6, i.e. only 60 million of the total population of 360 million in the Indian Union can read and write one language. It is expected by the Government of India that by the end of 1956 at least 30 per cent of the population will receive the benefit of education in some form or other as it has been planned to set up 38,000 additional primary schools by the end of 1955-56 in order to enable 4 million more children to receive their first lessons. In addition to these, 9,471 basic schools will also be opened to benefit nearly 2.71 million pupils. The Five Year Plan has allocated a sum of Rs. 161 crores for the development of education. Because of the enormous population of the uneducated in the country, this works out to just about a rupee per head a year. It is doubtful whether this inadequate provision will even achieve the object of maintaining the increased percentage of literate population without proper planning and the provision, for the present, of library service at least to the literate population. If public libraries are not established and maintained side by side with basic and primary schools, the newly literate population will have no opportunity to carry forward their new learning. Inevitably, for want of suitable books and other reading materials to keep up their interest, they will again lapse into illiteracy. The labour and money spent will thus prove futile and valueless.

The Madras Public Libraries Act, 1948 (Madras Act XXIV of 1948),[4] lays down its objectives in its preamble as "an act to provide for the establishment of public libraries in the Province of Madras and the organization of a comprehensive rural and urban library service therein."

Dr. Ranganathan rightly points out that the terms "maintenance," "system," "development," and "other classes of libraries,"[5] which occur in his Model Library Act, are not included in the Madras Act. Maintenance of libraries established, with a view to their systematic development, is not only desirable but necessary in order to ensure their homogeneous and healthy growth. Otherwise, the libraries will remain static and cease to have any appeal for the users. In order fully to utilise the resources of other classes of libraries, like those in colleges, universities and research institutes and even privately owned libraries, the Act should extend its jurisdiction over the classes of libraries which already exist and serve certain limited sections of the population. As no library can be fully self-sufficient and provided with unlimited financial resources, it is a definite advantage for the small library to depend upon the resources of the major libraries, which have comprehensive collections.

Section I of the Madras Act contains its short title; indicates its extent to the whole of the province of Madras (now Madras and Andhra states); declares that this section shall come into force at once and the rest of the Act shall come into force on such date as the government may, by notification, appoint.

4. See Appendix I.

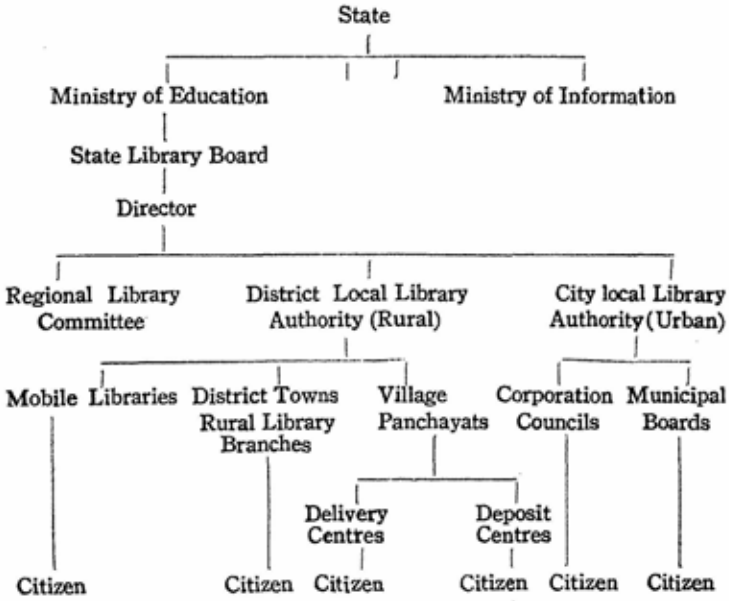
5. S. R. Ranganathan: *Library Legislation*, Madras Library Association, 1953, p. 57.

Section II contains the Definitions of terms (see Text of Act in Appendix I).

Section III of the Act has two sub-sections which indicate the purpose and scope of the Provincial Library Committee and its constitution and functions. The Provincial Library Committee is to be constituted by the government to advise them on matters relating to libraries, as may be prescribed.

It is not clearly indicated whether the Provincial Library Committee, which is an advisory body created by the government, is to be the state library authority or the government, i.e. the Minister for Education, who is an elected representative of the people in the state legislature,

LEVELS OF LIBRARY AUTHORITY



holding office for a few years, or the Director of Public Libraries of the Province, who is appointed by the government and who is invested with a large range of powers to control the public libraries.

The state library authority or agency may be " (1) an independent department or ministry of the state government, or (2) a sub-department of another ministry. The former is preferable because there can be no risk that library functions are either subordinated to other functions of a ministry or used to further other purposes of that ministry. For the latter reason, especially, the library agency should not be a department of a ministry of information or any other agency for propaganda." [6] As an alternative, the ministry of education may be chosen as the state library authority, as it is advantageous to link libraries and education at the state level provided it is recognized that the libraries are not to be subordinated to the formal education programme of the state. Another alternative to ministerial authority, is the constitution of a state library board with wide representation and powers to grant, direct and control finance and policy but not functions.

It would be satisfactory if the Provincial Library Committee (under the Madras Public Libraries Act), was made the state library authority, after enlarging the scope of its authority over all matters relating to public libraries.

Section IV deals with the appointment of Director of Public Libraries and his duties. The Director will be appointed by the government. His duties will be :

6. L. R. McColvin : *Public Library Extension*, UNESCO, 1950, pp. 24-5.

(1) to "manage the Central library and its branches";
(2) to "superintend and direct the affairs of the public libraries";
(3) to "declare what libraries are eligible for government aid and to superintend and direct all matters relating to such libraries";
(4) to "superintend and control the work of all local library authorities under the Act";
(5) to "submit to the government every year a report on the working of libraries under this act in the previous year", and
(6) to "perform such other duties and exercise such other powers as are imposed or conferred by this act or the rules made thereunder".

The Director of Public Libraries, by virtue of wide powers vested in him to control and direct the affairs of public libraries all over the state, occupies the key position. The success or failure of the public library service in the state will largely depend upon his merit, ability and personality in the field of library organization. Therefore, it is necessary to bestow every consideration to the choice of the Director of Public Libraries to ensure a successful development of the public library system in the state. It should be borne in mind, however, that "The Director is a member of the bureaucracy; too much power should not be vested in the bureaucracy."[7] In order to safeguard the interests of the public libraries and to establish direct relations between the library authority of the

7. S. R. Ranganathan: *Library Legislation*, Madras Library Association, 1953, pp. 66-7.

state and the community, the state minister of education should be the library authority of the state in whom most of these powers of the director should be vested.

It should carefully be considered whether the changing personality of a minister, every three or five years after elections, will affect library policy or not. As a minister is usually a layman, he must depend to a large extent on the director. Instead of placing powers in the hands of such a changing personality, is it not advisable to make the director responsible to the community through the minister? Such a course is likely to ensure permanency in library tradition and policy, and if the director, who will be carefully selected, happens to be a librarian in the real sense of the term, untoward results, on account of large powers vested in him, may not follow.

Section V deals with the constitution of local library authorities. It has three sub-sections :

(1) One Local Library Authority for the city of Madras and one for each district in the state is provided.
(2) and (3) lay down the composition of these Local Library Authorities, the duration of their office and the method of their election or nomination.

The creation of an independent "*ad hoc* authority for each local service" and "nomination of members" is severely criticised as undemocratic and a breaking point and section 5(2) as one "of the worst sections of the Madras Public Libraries Act." [8]

8. S. R. Ranganathan : *Library Legislation,* Madras Library Association, 1953, pp. 86-7.

Local self government in India has not been an outstanding success, for every local board, either urban or rural, has been dominated by a few powerful individuals for the sake of their vested interests and party affiliation. As the public library is to be free from personal or political considerations, an independent library authority is likely to be above such sectarian influences. At the initial stages of the establishment of a public library, it may meet with certain handicaps like insufficient finance, experience and cooperation. If the reading needs of the common man are efficiently catered to by the local library authority, it is bound to exercise a healthy influence over the local population and win their whole-hearted support to the local library authority which can then build up an independent library tradition without becoming a minor branch of the local government (administration).

Section VI lays down the procedure of incorporation of local library authorities and their general powers. All Local Library Authorities will be corporate bodies, named after the locality or area for which they are constituted. Right to perpetual succession and a common seal, authority to sue and be sued as a corporate body, acquire, hold or transfer property movable or immovable, enter into contracts and do all things necessary, proper or expedient for the purpose for which they are constituted, is vested in them.

Section VII (1) and (2) deal with the mode of appointment and powers of the executive committees and sub-committees of the local library authorities. The strength of the executive committees is limited to seven. They may be delegated any or all powers of the local library authority. Besides, advisory sub-committees may be appointed.

Section VIII (1) and (2) govern the procedure of submission of schemes for establishing libraries and for spreading library service within an area by the local library authority for approval and sanction of the director, who is empowered to alter, modify or approve the scheme.

Apprehension at the absolute powers vested in the director will prove legitimate if he is actuated by anti-library interests, which is, ordinarily not to be expected. However, to provide for such a contingency, the Act should have provided for appeals by the local library authority to the state library authority against arbitrary and undemocratic action by the director.

Section IX outlines the executive powers of local library authorities in establishing library service.

They are empowered to provide :

(1) suitable lands and buildings for public libraries, furniture, fittings, materials, and conveniences ;
(2) books, periodicals, newspapers, maps, works and specimens of art and science, lantern slides, cinema reels and other suitable material ;
(3) the staff (librarian, assistants and others) ;
(4) to close or suspend library service or change the site with the previous sanction of the government ;
(5) to accept gifts and endowments, with the sanction of the government ;
(6) to organize lectures and classes ; and
(7) in general to do everything necessary to carry out the provisions of the Act.

Too much attention paid to the provision of specimens of art and science, is likely to convert the public library

into a sort of museum. Therefore the clause dealing with them should be very sparingly applied. Otherwise, the public library will ultimately become a storehouse of art objects and its fundamental objectives will be frustrated.

Section X deals with the vesting of all property, movable, immovable, acquired or held for the purpose of any public library in any area, in the local library authority of that area.

Section XI outlines the Regulations that a local library authority can make, in order to implement the Act. (See scope of Regulations in the text of the Act in Appendix I).

The government may in their discretion, notify or cancel any regulation made by a local library authority which will be given reasonable opportunity to make its representation in the matter.

The common man often feels that he could get on without books and reading. They are not so indispensable to him like bread and milk. Therefore, the levy of fees for the use of the public library will certainly limit the use of books to a minimum. Even in countries like Great Britain and the U. S. A., where the use of the public library is absolutely free, it is found that not more than 12 to 14 per cent of the population in the area served by the library register themselves as potent users. If the object is to spread literacy and education among the masses, it is totally contrary to the fundamental principles of library organization to levy fees for the use of books in a library. This clause in the Act should either be deleted by passing an amending act or should be completely ignored in applying it.

Section XI (1) (b) of the Act, savours of a pecuniary transaction. A security or guarantee for any possible

damage or injury to books may appear necessary to ensure the proper and safe return of books by the users, but practices prevailing in the Western countries do not provide for any such security. There, a member of a library is made to feel his responsibility towards the library, which he considers to be the common property of the community. Insisting on a deposit or security money, is likely to bring down the number of prospective users of the library. A general provision for the realisation of compensation for such injury or damage as occurs should be found in the common laws (contract) and can be applied when necessary. It would, therefore, be better if this clause is deleted by an amending act. Till such time as it is, it should be very sparingly used, i.e. it should be used only when a person's *bona fides* are in doubt.

Sections XII, XIII and XIV govern the finance and accounts of local library authorities.

Section XII (1) (a) empowers a local library authority to levy in its area a library cess in the form of a surcharge on the property tax or house tax levied in such area, at the rate of six pies for every whole rupee in the property tax or house tax so levied. Section XII (1) (b) enables a local library authority, with the previous sanction of the government, and with its direction, to increase the rate specified in clause (a).

The rate limit set in clause (a) is improved by the terms of clause (b). Great Britain took nearly seventy years (1850-1919) to remove the library rate limit. Compared to British library legislation, the Madras Public Libraries Act, 1948, is certainly a decided improvement, and offers scope for advanced communities to establish a more efficient standard of library service.

Section XII (2) outlines the mode of collection of the

library cess, (a) in the city of Madras by the Corporation of Madras; (b) in areas within the jurisdiction of municipal councils by the municipal council; (c) in areas within the jurisdiction of panchayats by the panchayat; and (d) in areas in a district not within the jurisdiction of municipal councils, or panchayats, by the district board, as if the cess were a property tax or house tax payable under the Madras City Municipal Act, 1919, or the Madras District Municipalities Act, 1920, or the Madras Local Board's Act, 1920, as the case may be, and all the relevant provisions of the said acts shall apply accordingly.

Provided that the government may, by notification, direct that for the purposes of the collection of the cess aforesaid, the provisions of the three Acts referred to, shall apply subject to such modifications as may be specified in the notification.

Under Section XII (3), the four types of local bodies, city corporation, municipal council, panchayat board and district board, are charged with the collection of the library cess levied in their areas, and payment to the local library authorities concerned. Although the local library authorities are independent bodies, cooperation between them and the local bodies is bound to prove economical and helpful.

Section XIII lays down that a library fund shall be maintained from the proceeds of the cess, contributions, gifts and income from endowments made for the benefit of public libraries, special grants made by the government for any specific purposes connected with libraries, fees, fines and other amounts collected by the local library authority under any rules or regulations made under the Act.

The government's contribution to the library fund of all local library authorities, except that of the city of Madras, is fixed at a sum not less than that collected as library cess. Complete denial of state aid to the local library authority of the city of Madras reveals conspicuously the disparity in the policy of state financial aid for the Madras city area and other areas. This is likely to create a feeling of dissatisfaction amongst the taxpayers of the city of Madras at having to make payments for library purposes without getting anything in return. On the other hand, diversion of the amount collected in the city to smaller local library authorities will certainly improve the financial stability of the smaller libraries, and thus result in equalization of library service to the population.

Section XIV requires the maintenance of accounts of receipts and expenditure by each local library authority. The account is open to inspection, audit, disallowance and surcharge, as may be prescribed.

Section XV authorises the government to supersede of receipts and expenditure by each local library authority. necessary, after stating the reasons for such action and providing an opportunity for the library authority to submit any explanations.

Section XVI requires that every local library authority shall submit reports and returns from time to time to the Director of Public Libraries and also furnish any information wanted to the director or anyone deputed by him.

Section XVII empowers the director to inspect any public or aided library or any institution attached thereto, to satisfy himself that the provisions of the Act and the rules and regulations thereunder are duly carried out.

Section XVIII authorises the government to make rules and regulations in order to carry out the objects of the Act. (See the scope of the rules in the text of the Act in Appendix I).

Section XIX is a miscellaneous one, containing the amendments to the Press and Registration of Books Act, 1867, in its application to the Province. Instead of one copy, five copies of a book printed by the printer of a press are to be delivered to the government, which will deposit four copies in the central library of the state and dispose of the fifth copy as it determines.

Judging by the standards for library legislation, outlined at the beginning of this chapter, the Madras Public Libraries Act, 1948, satisfies most of the conditions and fails to come up to the standard only in a few respects.

The Act is simple, general and above the political fortunes of a single party. It is mandatory and makes library service possible within limits and ensures financial security. It is wanting in provisions for building up a coordinated system of libraries, as other classes of libraries—university, research etc.—do not come under its jurisdiction. The levy of fees is an anachronism and should forthwith be deleted. People's representation in the local library authorities is inadequate and indirect. It should be so modified as to create earnestness and enthusiasm in the mass mind. The Act fails to provide measures for the education and training of library personnel. While the population of an area forms one natural, whole community, instead of being administered by one authority, it is governed by several, which maintain artificial boundaries of administration, resulting in loss of efficiency and economy. The Act fails to provide sources of revenue for capital grants for sites, buildings, initial stocks of

books, equipment, etc. No public library has been able to meet these charges from its slender, annual tax proceeds.

4. *Library Finance and Other Resources*

A SATISFACTORY library service to the community presupposes adequate grants to and secure income for the public library from the state revenues. State aid will automatically bring in state control and it is not unnatural that the fear is often expressed that such control may sometimes descend to the undesirable level of interference likely to affect the freedom of public libraries in developing their programme. The experience of democratic countries, however, shows that this fear is unfounded. Library laws in these countries certainly ensure sufficient freedom to the local library authorities.

"In addition to providing a basic legal foundation and a wide range of services for libraries, the state has three other important responsibilities for public library development: (1) State grants-in-aid, (2) improvement of personnel by certification and other means, and (3) organization of a system of larger library units. These are not entirely separate and distinct functions. On the contrary they should be closely interrelated, since all these are essential in an effective organization of libraries. If the state is to subsidize libraries, it ought to be assured that their personnel is well qualified and that service units are large enough to be efficient." [1]

1. J. W. Merrill: "State Aid to Public Libraries," in C. B. Joeckel, (ed.): *Library Extension: Problems and Solutions*, Chicago University Press, 1945, p. 195.

Just as the state assumes the obligation to educate its citizens, through financial aid to schools and colleges, it is equally necessary that it should assume the responsibility of providing for public library expenditure, for the public libraries supplement and continue the work of the institutions of formal education.

State grants to local library authorities are usually intended to make it possible (1) to maintain the required standard of library provision, (2) to encourage development of the libraries, and (3) to give the state library authority a proper share in the guidance and control of library policy.

The policy adopted in state aid to public libraries should determine the total amount of financial aid ; its use for general expenditure or for a specific purpose ; and the manner of its allocation on the basis of the total proceeds from library taxes levied and collected by local library authorities. State grants should be made available only if these local authorities continue to make reasonable efforts on their own to support the local library service. The state may make it legally obligatory that the local library authorities levy a library tax at at least a minimum rate before state grants are allocated. The Madras Public Libraries Act, 1948, Section XII (1) (a) is an example of such provision. State grants must be made in such a way that an unsatisfactory library service in a unit gradually becomes effective and adequate. State grants should not go to strengthen and promote unqualified personnel in public libraries. It should be insisted that local library authorities maintain a reasonable standard of performance which should be determined and enforced by the state library authority. Under the Madras Act the Director of Public Libraries carries out the latter function.

The formula for state aid should be determined according to the needs of individual states. If Section XIII (3) of the Madras Act provides for an amount of state aid to the local library authority not less than the sum realised locally as library cess, the other states, Bombay, Hyderabad, etc., may contribute less or more according to conditions prevailing in their areas. Standards of state contribution prevailing in the U. S. A. vary from 15 to 33 per cent of the total public library expenditure. The allocation is better determined by law than by administrative decision.

Population is an essential and the simplest measure to determine the amount of state aid to public libraries. The number of members in a community to be provided library service determines its range and need. The conditions of urban and rural communities present a contrast. Generally, urban areas in modern times are comparatively more prosperous and levy a higher rate of library tax than rural areas with similar population figures. If state aid is based on population only, the urban public library, whose need for state aid is not so pressing and essential, gets the benefit in a higher measure, whereas the poor finances of the rural public library, of a small unit, do not get augmented in a similar manner. The standard of library service will thus be considerably improved in certain types of libraries (cities, towns) while other types (in rural areas — district board, village panchayats) will either remain static or even deteriorate. In order to overcome the glaring disparity in library service in different areas, population alone cannot, therefore, be the sole measure to determine the allocation of state grants. It can be taken as a partial basis only.

"Equalization of library service should be a major

objective of the state aid formula."[2] People in rural towns and villages, with low tax-paying capacity due to their economic level, need library service in as ample a measure as the more fortunate residents in municipal and corporation cities. Unless the state provides a minimum level of financial support, it will not be possible for small local library authorities to establish and maintain satisfactory library service in their areas. The smaller the population in an area, the greater will be the necessity for state aid, if equalization of library service is the objective of library legislation.

It is the practice in several countries to measure the taxable capacity of the population by taking into consideration the assessed valuation of property (*per capita* and its annual income). "All property in the area of the particular local authority is assessed or given what is termed a 'rateable value,' which, broadly speaking, is the income that said property would realise annually if let empty, after making due allowance for repairs and maintenance (e.g. the rateable value of the ordinary small house in the London suburban areas averages something like £30 – £35). The sum of all the assessments in the authority (and these include all types of property such as houses, shops and factories) is termed the rateable value of that local government area or the sum which would be realised if each rate payer were called upon to pay £ for £ of the rateable value of their property."[3]

As it is necessary to work out the library rate, assess

2. C. B. Joeckel and Amy Winslow: *National Plan for Public Library Service*, Chicago, American Library Association, 1948, p. 62.

3. Edmund V. Corbett: *An Introduction to Public Librarianship*, 2nd ed., London, 1952, p. 39.

the total library tax of an individual rate payer in a given area, the following formulæ may be adopted :

$$\frac{\left\{\begin{array}{c}\text{Library estimates}\\ \text{of expenditure}\end{array}\right\} - \left\{\begin{array}{c}\text{Income from}\\ \text{fines etc.}\end{array}\right\}}{(\text{Total rateable value of the area})} = (\text{Library rate})$$

$$\left\{\begin{array}{c}\text{Rateable value of the}\\ \text{property of an individual}\end{array}\right\} \times (\text{Library rate}) = \left\{\begin{array}{c}\text{Total library tax}\\ \text{to be paid by a}\\ \text{rate-payer}\end{array}\right\}$$

$$\frac{\left\{\begin{array}{c}\text{Total library tax paid}\\ \text{by a rate-payer}\end{array}\right\}}{\left\{\begin{array}{c}\text{Number of members}\\ \text{of his family}\end{array}\right\}} = \left\{\begin{array}{c}\text{Average cost per}\\ \text{head in a family}\end{array}\right\}$$

The equalization formula of additional aid to low income library authorities will then provide larger *per capita* grants-in-aid to local library authorities serving communities with low *per capita* assessed valuations and *vice versa.* " A common method of applying the equalization formula is to require each local unit to levy a tax at at least a minimum rate ; the state then adds to the amount produced by this tax in each unit a sum sufficient to reach a predetermined minimum *per capita* revenue for the whole state. This method requires an equal effort on the part of each community and makes the state responsible for maintaining a minimum level of library support. Whatever the kind of formula adopted, the state should make a substantial proportion of its library subsidy available to the libraries which need assistance most." [4]

4. C. B. Joeckel and Amy Winslow : *National Plan for Public Library Service,* Chicago, American Library Association, 1948, p. 62.

The modern trend in library development is to establish large unit libraries extending their service over a wide area. Sometimes state aid to demonstration libraries (e.g. Delhi Public Library) which may be stationary or mobile may be very fruitful. However, a composite formula, based on population, equalization and large service units, can be adopted by states having a comprehensive plan to develop library service throughout their area.

Fundamentals of Public Library Finance

A public library, just like other public institutions must be based on sound financial foundations. The financial aid is justified only when the community served feels that the public library is fulfilling the objectives for which it exists. Unless its revenues are dependable, it cannot discharge its obligations and guarantee continuity of service. "Public library income should have a sound basis in law. Sources of revenue should be assured, within reasonable limits, and final authority for determining the annual library income should be vested in the legislative body"[5] of the state in which it is located.

Non-revenue producing and non-profit making as the public library is, the results of its work are intangible in quality and cannot be measured precisely. The society, which benefits from its services should unmistakably demonstrate the need for adequate funds for its upkeep and development. A country like India, which has a

5. American Library Association Committee on Post-war Planning, *Post-war Standards for Public Libraries*, 1943, pp. 54-5.

longer tradition than any other for respect and love for learning and literature, should be able to find the necessary funds for its public libraries. In future, public library finance will tend to depend more on the general public revenues of the country or state than on library taxes on the assessed value of property.

The two accepted standards to measure the adequacy of library income are, (1) annual *per capita* expenditure, (2) the total minimum income below which no library unit, regardless of size, should fall. The American Library Association Committee on Post-war Planning has proposed as standards for annual *per capita* support for public libraries: $1.50 for "minimum" service, $2.25 for "good" service and $3.00 for "superior" service. A statistical analysis of public library expenditure in the U. S. A. yields the same "minimum" service figure of $1.50 as the *per capita* national expenditure for this purpose. Experience and research conducted in other countries show that adequate library income cannot be obtained without large units of library service. A population of 25,000 may be expected to provide the minimum essentials for a satisfactory library service.

The financial structure of the public libraries of a nation must rest on a sound foundation of reasonable local library rates, state grants-in-aid, and central aid in agreed proportions: 60, 25 and 15 per cent respectively. This allocation of library revenues is adopted by several countries in the West. Variation of these proportions will, however, be necessary from state to state in India, depending upon local finances, the library units and their size.

Income from local library taxation and state grants-in-aid will ordinarily cover current operational expenses

of public libraries. Where the income from these sources is insufficient to provide the necessary minimum of library service, it will be necessary for the state government to contribute additional grants to keep up the minimum standard of library service.

State grants to local library authorities of a wrong type will only tend to perpetuate an uneconomic and wasteful library system. "If it is manifest, for example, that a small city and the authority for the surrounding rural areas should have a joint library service with one central library and headquarters for the combined districts, it would be wrong to make appreciable grants to the authorities to enable them to pursue their own independent and wasteful courses. The more the grant, the greater the likelihood of duplication of effort, in addition, by consolidating the local 'vested interests' the path to union or coordination becomes more difficult. Therefore, whenever participation in large schemes is desirable, grants should be made conditional upon their introduction and maintenance." [6]

The financial provisions discussed above do not take into account the sums required for the building to house a library and the collection of books to serve as its nucleus. It is a simple fact that without a suitable building and a comprehensive stock of books and other equipment, no library could function. If at all a small part of the annual proceeds of library income can be set apart towards these major items of expenditure, it will still require considerable outlay of money at the initial stages.

The state should sanction the estimated expenditure for constructing library buildings as capital outlay. These

6. L. R. McColvin : *Public Library Extension*, UNESCO, 1950, p. 27.

grants should be based on accepted principles and in proportion to the needs of the community. Capital grants made for buildings may include the remodelling expenses of existing buildings and the expenses for the equipment of a library.

Having secured the financial guarantee for a library's expenses through library laws and state cooperation, it is necessary to make arrangements to ensure that the funds are properly administered and spent. The financial procedures of the library should include budgeting and cost accounting. Periodic and regular reports of its financial transactions should be submitted in proper form to the library authority and to the state authority.

Public Library Budget Estimates

Income	Rs.	*Expenditure*	Rs.
1. Library Rate		1. Books	
2. Library receipts, overdue charges and other penalties; Sale of catalogues, Rent from Lecture Halls, etc.		2. Newspapers & Periodicals	
3. Interest on Endowments, Gifts		3. Book-binding and repair	
4. Gifts		4. Furniture & Fittings	
5. State subsidy		5. Printing, stationery	
		6. Salaries of Library Establishment (including superannuation)	
		7. Rent for building (if hired)	
		8. Repayment of loan and interest	
		9. Maintenance of building and equipment	
		10. Heating, lighting, ventilation	
		11. Miscellaneous.	
Total		Total	

A library's budget should include all sources of its revenue — public, private, local, state and national. The estimated expenditure should include the following major items : Books and reading material, salaries of the library personnel, shelving and other equipment, binding, printing, heating, lighting, ventilation, transport, postage, insurance and other contingencies. No hard and fast proportion of the income to be spent on these items can be laid down. Amongst all items of expenditure connected with the operation of a library, books and staff are the major ones and the most important. Allocations to these two items should be liberal and in conformity with approved standards.

" As a general norm applicable to many libraries, the following proportions of expenditures may be suggested : 60 per cent for library salaries ; 20 per cent for books, periodicals and binding ; and 20 per cent for other operating expenditures. In many other libraries, specially in large cities, it may be desirable to adopt a 65—17.5—17.5 per cent ratio for these three items." [7] In England, the ratio for these items is slightly different : Books, periodicals and binding—38 per cent, salaries 45 per cent, and maintenance 17 per cent. It may be suggested that under Indian conditions the total expenditure may be divided equally into two parts : (1) cost of library establishment, and (2) cost of books and other items of maintenance. As it is particularly essential to provide an able library staff at the initial stages of library establishment so as to ensure the success of various library projects, salaries of the staff will necessarily require

7. C. B. Joeckel and Amy Winslow : *National Plan for Public Library Service*, American Library Association, 1948, pp. 101-2.

50 per cent of the total revenues. If the library development plan of any state of India fails to take account of the necessity for a liberal provision for salaries, the future of the public library will rest on shaky foundations and it may even happen that all the effort expended may prove futile.

5. *Library Personnel : Their Education and Training ; Their Duties and Responsibilities*

BOOKS by themselves will not shape into a library. It is the persons who are responsible for their use and dissemination that make or mar the success of a library in attempting to fulfil its objectives. It is a fallacy, which still persists in certain quarters, that a good collection of books is enough to ensure the successful working of a library. A book is a dormant object until its effective use in the hands of a reader is found. It assumes dynamic qualities and becomes capable of revolutionizing human thought and action, when a certain use is found for it. The persons who can perform this transformation are the librarian and his staff. Therefore, besides a good collection of books, it is equally essential that the staff employed are competent and qualified to fit the books and other reading material to the desires and needs of readers. Public libraries in India, which are still underdeveloped in this respect, will, from the very outset, require efficient leaders of the library profession in a larger measure than other countries, which are several decades ahead.

"Librarians are chiefly concerned with making printed matter of all types (books, periodicals, pamphlets, maps, legislative reports and historical documents) readily

available for the use of students, research workers, legislators, government officials, and the public generally. They investigate the reading interests and demands of the people served by the library and adjust the services of the library to suit the needs of its community. They publicize the library services by means of bulletins, bibliographies, and newspaper stories. They select and purchase books and other material, use established methods for classifying, cataloguing, shelving and circulating books ; and assist readers to find books and information best suited to their individual interests. They help children and young people in or out of school to broaden their acquaintance with books and to acquire a taste for reading. They give special service to adults as to which books may entertain them or give them desired information. They assist school systems in setting up elementary and advanced classes in cultural subjects, and foster reading and discussion groups for adults who wish to continue their education. In addition, they coordinate the work of the library with that of other departments in a school, university or research organization or with other agencies of a city, country, state, or the federal government." [1]

If such a varied and limitless responsibility is to be met, merely good and adequate collections of books will not be found enough ; educated and trained library staff to administer the library is equally essential. When the Madras Public Libraries Act, 1948, comes into full operation over the regions of its jurisdiction, the strength of library staff that would be needed, as estimated by

1. U. S. National Roster of Scientific and Specialized Personnel, *The Job of the Librarian*, Washington, Government Printing Office, 1945, (Occupational Brief No. 29), pp. 1-2.

Dr. S. R. Ranganathan,[2] is given in the table below.

Regions	City library system		Rural library system		Grand total
	Profes-sional	Non-profes-sional	Profes-sional	Non-profes-sional	
Tamil Nad	872	1,279	2,425	5,033	9,609
Kerala	63	88	165	369	685
South Kanara	37	52	103	196	388
Andhra State	328	444	1,932	4,231	6,935
TOTAL	1,300	1,863	4,625	9,829	17,617

Professional staff for Madras State and Andhra State = 1,300 and 4,625 = 5,925
Professional staff for State Central Library for Madras State and Andhra State = 30 and 20 = 50
Grand total of professional staff required for both states when the M.P.L. Act is in force = 5,975 or nearly 6,000

These figures are based on the likely needs of the population according to the 1951 census and on their literacy characteristics. Incidentally, it may be pointed out that about " 1,20,000 librarians will be needed to serve an adequate library system for independent India." [3]

2. S. R. Ranganathan : *Library Legislation,* Madras Library Association, 1953, pp. 221-3.
3. *Indian Librarian, V.* 3 (June 1948), pp. 5-7.

In short, all countries will require more qualified library personnel than are available at present, as the potentialities of a library are fully recognised. "The maximum of the superior personnel needed for productive public relations should be put in the field at the very beginning. Once the movement gains momentum, there will not be need to increase the number of routine men considerably and the number of superior men with organising capacity and leadership."[4] This does not mean that qualified personnel are less needed in existing libraries. The older and larger a library is, the more taxing are the decisions to be arrived at. Small errors of judgement assume magnified proportions and cost more to rectify. Therefore, librarians of competence and experience are needed always, whether libraries are to be started or have already been established.

It is essential to state what is meant by the competence of a librarian. It can be defined as the ability successfully and economically to perform the varied operations and responsibilities attached to the post, of which to bring the right book to the right reader at the right time is the most important. In order to attain confidence and ability in the performance of his task, a librarian requires proper education and training. Just as a physician or a barrister is allowed to work in a hospital or court of law only after proper education, training and certification, so also a librarian can be called a librarian and recruited for work in a library, only after he has obtained these qualifications : (1) a sound general education; (2) professional education and training at an accredited school of librarianship in India or abroad ; and

4. S. R. Ranganathan : *Library Legislation*, Madras Library Association, 1953, p. 282.

(3) the possession of a certificate issued by a statutory authority. "Librarianship today is a highly complex profession requiring specific and detailed knowledge of many kinds — personnel, financial, bibliographical and bibliothecal. The complicated services which a modern library renders do not organize and run themselves but must be organized and operated ; they must be modified, improved and extended in the light of changing conditions. This can be done only by one who knows the objectives and potentialities of the library, the techniques, tools and means of achieving them, and the purposes and limitations of the means. The head of a library must, in short, be thoroughly familiar with all phases of modern librarianship. No matter how successful and illustrious a writer or scholar may be in his own field, he is not, without this knowledge, qualified to direct a library and he cannot be expected to do so successfully." [5]

The kind of professional education should fit persons for their role in libraries, in life and in society. The early period of professional education for librarianship, up to 1850, made the librarian a builder, collector and preserver. The middle period, 1850-1900, saw a little advance in making the librarian a technical expert in classification, cataloguing, circulation of books and other routine operations. Pioneers like Anthony Panizzi and Edward Edwards at the British Museum, Melvil Dewey, C. A. Cutter and Charles Jowett in the U.S.A. and Dr. S. R. Ranganathan in India embellished the techniques and approach to modern librarianship. In the modern period, 1950 onwards, the professional education

5. J. P. Danton : *Education for Librarianship*, UNESCO, 1949, pp. 5-6.

of librarians lays more stress on the life and thought of the people than on library techniques. No doubt classification, cataloguing, open access to books, efficient charging methods, bibliographical and reference service procedures are necessary techniques in the making of a librarian. But they are only means to an end ; they are tools in his hands so that he may do his job more skilfully and successfully. The gradual change in professional thought and practice during the last 150 years is due to the important changes in the relation between the individual and the state. Consequently, the current trends in professional education lay greater emphasis on people and the humanistic approach in every activity of the library.

There should be a national plan for the education and training of public library personnel. Fortunately, India could draw on the experience of other countries which have a good record of implementing such plans. Great Britain and America offer sufficient and useful lessons for adoption in this country. In Britain, the (British) Library Association, a Chartered body, is in sole charge of the professional education of librarians. In the U.S.A., the Board of Education for Librarianship of the American Library Association has decentralised the function in favour of universities and colleges and has retained for itself only the task of accrediting. The standard is maintained on a national and uniform level by these methods. Whether the professional education of a librarian is imparted by a university school or department or a professional association, it is of utmost importance that high standards are maintained in the teaching level. The responsibility of supplying suitable and tested personnel to man the libraries of the country

up to the professional level will rest on these centres of professional education. In order to fulfil the expectations of society, the schools of librarianship must be properly and efficiently organized. Members of the faculty of a library school should be persons with high academic and professional attainments, vision and leadership and able to foster independent thinking in the prospective librarians. Library schools should assume a role of leadership in order that the static condition in librarianship is overcome and progress is achieved.

The basic curriculum of library schools should include instruction and study in :

1. Classification (theory and practice),
2. Cataloguing (theory and practice),
3. Library organization,
4. Library administration,
5. Bibliography, book-selection and reference methods and work, and
6. Philosophy of librarianship.

Schools which will undertake to produce specialised personnel such as children's librarians, extension librarians, etc., should provide for specialisation in the subject field by the addition of one subject, history and bibliography, e.g. the librarian of a chemical research institute should be equipped with a thorough knowledge of the history and bibliography of chemistry.

One academic year of a post-graduate course is considered normally sufficient to cover the fundamental subjects of study and to initiate the student to the field of librarianship. It is an erroneous notion to maintain that a perfect librarian is moulded after a year's study at

a library school. It is just the beginning and much remains for the student to learn and develop in the course of his work in libraries, in the midst of people and books. The library schools can only open before the student a clear perspective of what is expected of him as a librarian. It is for him to acquit himself successfully in his performance, by mental discipline and a humanistic approach to the work in libraries.

In order to attract the proper and best type of persons to library school education, public librarianship should be ranked in high honour in the state civil service. It should provide for advancement in administrative rank and as a subject or functional specialist.

It is equally essential that the salaries of public librarians should be attractive in order that persons of high quality take to librarianship as their career.

It may not be out of place here to give a brief outline of the facilities for education and training that exist in India today. "The course of lectures on library science delivered at the University of the Punjab in the autumn of 1915 was, so far as is known, the first attempt at library training in British India, although a library class has been held at Baroda for three or four years, a result of the sojourn in the Gaekwar's dominions of Mr. A. W. Borden, an American librarian." [6]

A short and simple course of training was given at the Madras University from 1930 during the summer of each year. Though short, it was an effective course of study and training. After a few years, the Madras University further expanded the programme of education

6. A. D. Dickinson: *The Punjab Library Primer*, Lahore, University of the Punjab, 1916, pp. 6-7.

for librarianship by conducting a course of one academic year, leading to the Diploma in Library Science. Special emphasis is given to the teaching of Colon classification and the classified catalogue. The Punjab University continued to provide instruction in library science extending over six months and awarded certificates till about 1940. The then Imperial Library (now National Library) at Calcutta provided some measure of practical training. Andhra, Bombay and Calcutta universities also organized courses of instruction and study in library science. But, it has been the proud privilege of the author to organize a graduate school of library science with Faculty status at the Banaras Hindu University in the year 1942. Education and training imparted at this university can well compare with that of any other successful centre of study. Provision for advanced study and research leading to the Ph.D. degree is under the consideration of the Banaras Hindu University. Extension lectures in the subject fields by specialists is a special feature of the Department of Library Science of the Banaras Hindu University. The University Library which has a well organized collection of books catering to the needs of over 8,000 students and 1,000 members of the faculty is the workshop of the student of library science. Every year, over 30 boys and girls are admitted from all over India and, after successful completion of the course, obtain the University Diploma in Library Science. Statistics maintained of the students from 1942 to date show that every student who obtained professional education and training at this centre is satisfactorily employed and has brought credit to the University by his or her performance at the libraries employing them.

The Delhi University organized a course of study

and training in library science in 1947, under the guidance of Dr. S. R. Ranganathan. The course extends over one academic year leading to the Diploma in Library Science. Further expansion has been effected by providing advanced courses of study for the second and subsequent years leading to the Master's and Ph.D. degrees in library science.

The working of these centres of education and training for librarianship in the past reveals that no special emphasis is laid in the curriculum on problems connected with the organization and development of the public libraries of the country, which is not only vast but underdeveloped. To ensure that these educating agencies are not taken by surprise by a sudden and increased demand for qualified personnel for the public libraries of the country, measures should be taken, without further loss of time, to expand and improve the structure, staff and finance of these agencies. Otherwise, the country will have to face a serious shortage of qualified personnel. The qualified personnel required for a public library will be of two types: (1) professional, and (2) non-professional. The education and training of these two types will vary because of the different functions attached to these personnel.

(1) Professional education and training at a graduate library school for personnel who expect to become leaders and chief librarians, and for those who in turn will become teachers of library science.

(2) Training of non-professional personnel will be elementary, consisting of routine and practical demonstration of various time-saving operations and techniques in a modern library. Such a course will be shorter than that for the professional group and limited to two or three

months and conducted by library associations with the cooperation of some well-organized libraries near by.

As the success of a library largely depends on its personnel, "the danger of considering that anyone can become a successful librarian cannot be too strongly emphasised." [7]

The selection of (1) a chief librarian should be governed by, (a) educational, and (b) personal qualifications. He or she should possess a university degree and a diploma or degree in library science from an accredited school. Possession of considerable and varied experience of library work should be a decided advantage. The personal qualifications will include the candidate's abilities as leader in community affairs and as a wise administrator of public funds. (2) Library assistants, who should belong to the professional category of personnel, should be university graduates and hold a certificate or diploma in library science of an approved school. They should have made some background study of community affairs and should be well-disciplined in library techniques.

Non-professional library personnel should have educational qualifications, at least a secondary school certificate. They should be actuated by a desire to help others and a willingness to work hard and cooperate with their fellow workers.

At present, library schools and professional training centres in India are yet to receive a kind word from any section of the public. Even the academic world still does not believe that there can be anything like education for librarianship and a curriculum of studies for library

7. C. O. Houle : *Libraries in Adult and Fundamental Education*, UNESCO, 1951, p. 125.

science. But at the same time everyone wants library service to be first rate.

Instead of assuming a complacent attitude over past performance, the faculty members of the library schools should aim at raising the standards and obtain a similar status for the library profession as that enjoyed by other important professions like medicine, law or engineering.

"Too much emphasis on mere techniques, faculties too limited in academic and professional background, too much crowded into one year, curricula too broad not deep enough, insufficient integration with other departments of the university, schools not educating for leadership either in subject fields or in administration, Master's curriculum only an extension of the Bachelor's (or Diploma) curriculum, little distinction between technical and professional aspects, schools not sufficiently aware of the needs of the profession, schools not selecting students with sufficient care"[8] should be avoided. The library school which takes warning of these pitfalls will recruit "teachers on the evidence of teaching and personal ability rather than the mere possession of degrees. Superior teaching ability requires knowledge of the subject, but it also requires imagination in high degree to adopt teaching procedures to the students under instruction. It involves constant search for better methods of encouraging students to learn for themselves, to evaluate evidence, to test ideas. An excellent teacher is rarer than a Ph.D."[9]

8. N. C. Vandeusen: *Professional Education for Librarianship*, summary in Bernard Berlson (ed.): *Education for Librarianship*, Chicago, American Library Association, 1949, p. 187.

9. Ibid., p. 202.

6. *The Library Building, Its Planning and Equipment*

THE PUBLIC LIBRARY building is a functional "unit." Until the functions of such a "unit" are clearly understood and recognised in this country by the governments of the states and the public, "there is no urgency for buildings. Our present needs can be satisfied by renting buildings. The building can obstruct progress in library service unless it is carefully designed. Few of our existing buildings can serve as a permanent home for our libraries. Let us not be tempted to buy existing buildings. Let us postpone the question of buildings until the district librarian comes into the picture, gains experience of the nature of the service which the district requires now and is likely to require in the future. Library design is in the melting pot. Let us not sink the money in brick and mortar prematurely."[1] These words of a librarian who has observed library design the world over are timely. "To commit the plan to steel and concrete involves making decisions of far-reaching importance. Errors in judgment regarding the location of the library buildings, their layout and their book capacity are often impossible to correct; at best necessary alterations are difficult and costly."[2]

1. S. R. Ranganathan: *Library Legislation*, Madras Library Association, 1953, pp. 36-7.

2. C. B. Joeckel and Amy Winslow: "Public Library Building Program," Ch. X, p. 122, in *National Plan for Public Library Service*, Chicago, American Library Association, 1948.

The future of the library system in this country will require that the disposition of each library "unit" should be governed by natural factors of unity and not by existing local government boundaries. Economic, linguistic and historical elements will have to be taken into account, together with the available means of communication, before the building programme of the public libraries is undertaken. It is of utmost importance that intimate collaboration and mutual regard between the public librarian and the architect is essential for the satisfactory emergence of a library structure. The librarian, who is the professional expert in administering library service, knows his needs best. It is for him to hand over the skeleton of the building plan to the architect, whose function is to perfect it and embellish the design. The result of such close association between the librarian and architect is a library building in which both utility and beauty will be combined.

A vast country like India, with a population of 360 million, will need new buildings for her public libraries in the near future. It is essential to begin the building programme, keeping in view the current book needs of the 60 million literate population and the listening to reading of the rest of the population. India lives in her villages and the population is largely agricultural in its pursuits. When a person performs a musical concert, reads verses from epics, classics and sacred books, the whole village population flocks to the open air theatre and listens with rapt attention. Therefore, a good book in a public library may be read to a large circle of people by one literate person. If reading and listening become a regular feature of the public libraries in rural areas, it is bound to create a strong desire in the population for further books and

reading and gradually convert them into potential users of the library. Library service to the people at different levels of literacy cannot be neglected. Therefore, small library buildings, which may, for economy and convenience, be combined with community halls, panchayat halls or with village schools, are essentially needed.

There are in some cities and towns obsolete library buildings in which a sort of aided public library service exists As these libraries come under the category of public libraries, new buildings on a functional basis are required.

A rough estimate of the capital outlays required to bring the public library building plan of the nation into existence can be forecast on the basis of the accepted standards of *per capita* expenditures in maintaining libraries, both rural and urban. What is needed in the Madras and Andhra states, where the Madras Public Libraries Act, 1948, is in operation, can be taken as an index of the needs of the other states of the Indian Union.

The following scale is assumed for the cost of bookmobiles (vehicles fitted out as mobile libraries) and of the various classes of buildings :

Capital outlays for	*Population*		*Cost per unit*
	Min.	*Max.*	Rs.
Bookmobile (2,000 v.)			15,000
Branch library (city)		13,000	10,000
Branch library (city)	13,000	25,000	20,000
City central library	25,000	100,000	50,000
City central library	100,000	300,000	100,000
City central library	300,000	10,00,000	300,000
City central library	10,00,000	30,00,000	10,00,000
Rural town library	5,000	50,000	20,000
Village library	1,000	5,000	1,000
Rural central library	—	—	10,00,000
State central library	—	—	20,00,000

The total number of library service points excluding delivery stations, for the two states, Andhra and Madras, as envisaged under the Madras Public Libraries Act, 1948, is as follows :

	City library system		*Rural library system*
Andhra	44		178
Madras	150		263
	Bookmobiles		
Andhra	491	Madras	591
	Delivery stations		
Andhra	9,832	Madras	11,813
	State central library		
Andhra	1	Madras	1

On the basis of the number of service points, bookmobiles and delivery stations, the total cost of library buildings and other capital expenditure for the two states works out in aggregate to nearly six crores of rupees Although the figure seems staggering, judged in its correct perspective, it will be found that it is the essential minimum that a satisfactory library system will demand. Provision of this sum can be made in gradual stages spread over two to three decades, during which period the literacy rate of the population is bound to record an upward trend in a decisive manner and reach, say, 75 per cent as a result of the provision of compulsory education for all children as laid down in Section 45 of the Indian

Constitution. The cost of building materials and labour will be governed by prevailing rates. The estimates are, therefore, liable to fluctuate.

The essential characteristics of various types of library buildings should be incorporated in their construction.

The state central library, which is the headquarters building, is the focal point. It should be modern, functional and capable of expansion for three to four decades, as demanded by community needs and growth.

The large city and branch libraries must be easily accessible, located at strategic centres, attractive in appearance and efficient in interior layout. Reading rooms and sitting accommodation must be adequate.

The rural and village libraries need not be massive structures but should be simple and attractive. They should be near the village schools as the school-teacher may happen to be a part-time librarian in such areas.

In every kind of library building, adequate provision should be made for, (1) readers, (2) books, (3) working rooms, (4) passages from department to department, and (5) assembly hall for meetings and group discussion.

Lighting and ventilation should be obtained to the maximum extent. This does not mean glaring and dazzling light. Heating is not so much a problem in India as it is in western countries. Excepting in localities like Simla and other hill stations, libraries do not need to provide for artificial heating. In fact, avoidance or reduction of heat is the problem. Air conditioning is the straight answer, but its cost renders its application possible in a few centres only.

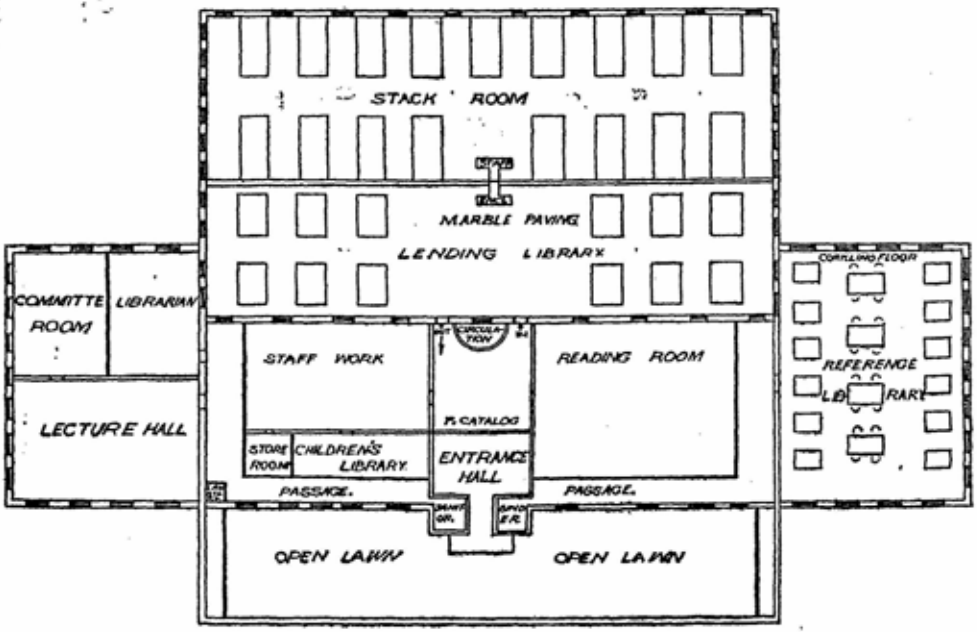
In planning the interior of a public library, the book stock and the number of people using the books and equipment, will determine the required floor-space of various

departments. In public libraries, space for books is less pressing than space for readers, as the population ordinarily registers an upward trend year after year, while the growth in the number of volumes is kept more or less at a constant level by weeding out obsolete ones to find accommodation for books of current interest and demand. The character of books will decidely affect the internal planning and shelving, e.g. books on science and technology, fine art and music, will need more shelving space and perhaps deeper shelving also.

A modern library has varied functions and wide responsibilities. In order to discharge these obligations, the library building should ordinarily provide for the following public rooms : (1) Lending library, (2) children's section, (3) newspaper room, (4) reading and magazine room, (5) reference library, (6) map room, (7) special collection department, (8) lecture hall, (9) audio-visual equipment room, (10) public catalogue room, and (11) circulation department. Its *administrative and staff rooms* will consist of (1) stack room, (2) librarian's room, (3) committee room, (4) office, (5) binding department, (6) staff work room, (7) staff rest room, (8) store-room, (9) janitor's room, and (10) bath and lavatory.

The division of available space into these departments should be done by movable partitions whenever possible so that any future alteration and adjustment of space for a particular department can be facilitated with the least effort and dislocation.

Small library buildings, designed to serve a population of 1,000 or less, will not find it possible to divide the floor area into such clear-cut divisions because of the limited available space and library personnel. In this



Model ground-plan for an urban Public Library

country, several such small libraries in rural areas will be erected and will be staffed with one or two men. These library buildings will have to carry on these diverse functions in a single hall or room in which the equipment will indicate such division.

The internal equipment, mainly book cases, reading tables, chairs, display cases and card cabinets may be either of good steel or well-seasoned wood. The latter is still the more popular of the two in this country, perhaps because of higher investment costs involved in steel equipment. Standard dimensions and designs have been worked out by (1) Wheeler and Githens ;[3] (2) Ashburner [4] and (3) library supply and manufacturing firms.[5]

In order to aid a prospective librarian or newly appointed librarian charged with the task of providing a concrete plan for a small library building in a rural town of a given population, a few guiding principles are noted below :

1. Total population to be served in the area (based on latest census figures)
2. Percentage of literate population
3. Percentage of illiterate population
4. Number of volumes @ 1 v. per 8 literate persons per year
5. Number of volumes @ 1 v. for 100 illiterate persons (read to) per year
6. Total initial stock of books limited to book grant

3. J. L. Wheeler and A. M. Githens : *The American Public Library Building*, Chicago, American Library Association, 1941.

4. E. H. Ashburner : *Modern Public Libraries, Their Planning and Design*, London, Grafton, 1946.

5. Libraco, London : Latest catalogue.

7. Floor-space for the maximum number of books that a branch library is expected to hold @ 25 volumes in 2 sq. ft.
8. Number of bookcases and the gangways between them @ 12 ft. and, at the exterior, @ 6 ft.
9. Reading accommodation @ 15 sq. ft. per reader, including chair, table and gangways
10. Passages 3 ft. wide
11. Work-rooms for staff @ 100 sq. ft. per person
12. Future expansion based on population trends and finance.

7. *Books, Their Choice and Collection*

THE LIBRARY is a fine combination of books, readers and the staff. These three are called its Trinity. One without the other two is incapable of functioning. Therefore, it is essential that an appropriate collection of books is built in order to assure a satisfactory library service to the community.

When one comes to realize that books abolish time and distance and that the printed word lasts longer than other means of communication of ideas — the radio and the talking film, the importance of printed books in a library gets emphasised. But the modern librarian cannot afford to neglect the current shift in the relative importance of these three potential forms of communication of ideas : print, radio and film. " Any pronounced change in the balance between the three media of mass communication will profoundly affect both the scope and the methods of public library service. The interest of the public librarian, therefore, must necessarily be extended from research in reading to an almost equally active interest in all forms of mass communication. The book collection of the public library constitutes a field of investigation and research in which librarians have an immediate concern." [1]

Lack of suitable reading materials for the adult population in this country, which consists of a large percentage

1. C. B. Joeckel and Amy Winslow : *National Plan for Public Library Service*, Chicago, American Library Association, 1948, p. 148.

of uneducated and illiterate persons, will constitute a serious problem for the Indian librarian in building up the book collection. As the efficiency of library service will depend to a considerable extent on the quality and size of the book collection of a library, careful selection based on sound principles has to be made. Books are the foundation of any library and each library must frame certain principles for the selection of its books, for the simple reason that there are now more books in the world and still more published every day than any single library can possibly buy or accommodate or find use for.

Thomas De Quincey wrote about hundred years ago : "As books multiply in an unmanageable degree, selection becomes more and more a necessity for readers, and the power of selection more and more a desperate problem for the busy part of readers." [2] If this statement held good a century ago, it is a more pressing necessity for the public libraries today to make a wise selection of books to avoid wastage of public funds and build the reputation of the library. A book is "good" only when it meets some human hunger or refutes some human error. If every book in a library's collection were to perform such a function, consequential problems — weeding, select cataloguing and simplified cataloguing — arising out of improper selection will largely be eliminated.

A library's collection of books should reflect and strongly emphasize its educational objective. When reading material suitable to the population is not available with the book trade, the public library will actively influence the writing and publishing of new types of books demanded by the progress of adult education. Lists

2. Quoted by Robert Lynd : "Choosing What to Read" in his, *Books and Writers*, pp. 327-8.

indicating the subjects or fields of knowledge in which new books are required may be issued by the public library and freely circulated to the book trade, authors, educational institutions and research centres in order to stimulate their activities and direct their literary efforts towards the satisfaction of current demand.

The special requirements of the community must be met by books and other reading material collected by the library. Books covering the following topics are particularly needed :

1. Improvement of local means of livelihood such as in agriculture and industry.
2. First aid and health and hygiene problems.
3. Dietetical advice.
4. Child care.
5. Household economy, thrift and saving.
6. Small Industries and handicrafts.
7. Basic facts on science, natural history, history of man etc.
8. Local geography and history of the community.
9. Civic matters, co-operation and international understanding.
10. Diverse recreational collections.

" In general, the contents of the library should express impartiality and be, as a whole, a good vehicle to instruct, teach and recreate, having regard to the needs of readers of all ages and different interests and standards of culture. Its final aim is to form taste and judgement and give a real sense of individual, collective and civic responsibility." [3]

3. C. O. Houle : *Libraries in Adult and Fundamental Education*, UNESCO, 1951, p. 120.

A basic reference collection and a comprehensive selection of all standard works related to other library resources in the area are necessary for efficient service.

In order to integrate library service with the educational and cultural programme of the community, the selection of reading materials in the library should be governed by :

(1) Adaption to local conditions, such as cultural levels, degree of literacy, moral standards, religious convictions and economic conditions of the people.

(2) Materials written, as far as possible, in the language of the people and in familiar style.

(3) Ability gradually to convert the people from passive to active readers, by providing books in increasing order of complexity.

(4) Maintenance of perennial interest of the people in the collection, by selecting " books for all times " and " books of the hour ".

(5) Graphic representation of ideas, by means of faithful illustrations, pictures, portraits, etc.

In addition to ordinary printed books, other types of reading material — posters, pictures, art specimens, film strips of standard size produced from a 35mm. film roll — can be included with advantage, especially when providing library service to the under-developed areas. Documentary moving-pictures will be found very useful in presenting material to the readers when separate books are not available on the subject. In advanced countries, the use of radio and television to stimulate interest in reading, is employed successfully.

The ratio of representation of subjects should reflect the demand representation and its satisfaction as well as comprehensiveness in the collection. Each library will arrive at a ratio suited to its needs.

Generally, the public libraries would be well advised to conform to the following percentage representation for the various subjects in collecting their book stock :

Decimal Classification		
000	Generalia	3 per cent
100	Philosophy	4 „ „
200	Religion	5 „ „
300	Sociology	15 „ „
400	Philology	4 „ „
500	Science	9 „ „
600	Applied Science	9 „ „
700	Fine Arts	7 „ „
800	Literature	20 „ „
900	History, Geography	8 „ „
	Travel	8 „ „
	Biography	8 „ „
		100

This is not a hard and fast allocation for books on various subjects in the collection of a public library. It is open to alteration and adjustment, depending upon the circumstances in which a library is situated.

The librarian of a public library will have a greater opportunity and influence in the selection of books and other reading material than his colleague at a university or college. It is good that this is so, for the librarian of

a public library will be a more careful judge of readers' needs and desires than the book commitee. "People need, not a prefab library, but their own, to serve the generality and the gifted few." [4] It is said that the great English librarian, Stanley Jast, used to study the histories of subjects to find the key books and build up a general library collection consisting of hundreds of rounded sections, each adequate as a course of reading, and kept in fit being by observing use. The modern public librarian, faced with cut books-budgets, needs to emulate Jast's example in good measure. He need not be too deeply concerned with the influence of books over men's minds ; for, the librarian is a neutral agent between authors and readers and a book is no more than a communication from one mind to other minds, and no one can measure the virtue or strength of its influence for good or evil in anticipation. Although a public librarian could not possibly satisfy every demand by ordering all books that his readers want, he can well attempt to find readers for every book that he buys. "The smaller the library, the more necessary to have readers for every book ; the more readers for that book the richer the library." [5]

Several libraries keep on their shelves old, unwanted books in the hope that someone, some day, might ask for them. For days, months and years, such books occupy valuable space on the shelves, to the detriment of newcomers and adding to the cost of maintenance. The unwanted books on the shelves of a library are an insult to the reader and a disgrace to the library. Therefore,

4. Ernest A. Savage : "Finding a Way in Book Selection," in his *A Librarian's Memories, Portraits and Reflections*, London, Grafton, 1952, p. 82.

5. Ibid., p. 93.

steps should be taken in all libraries to get rid of such volumes and send them to a far-off deposit centre, simply to be preserved against any possible contingency of their demand for use.

8. *Library Rules and Regulations*

THE REGULATIONS that a library will frame should be kept at a minimum. A well-organized library will require rules to a far lesser extent than one which does not conform to a standard pattern. The rules should be simple and aim to ease the operations and functions of a library. Although it is traditional to make rules, to prevent the abuse of library service, they are now meant to make the use of a library more popular and attractive amongst users. Instead of savouring of cold legal expressions, the rules should appear to be cordial invitations to the public to come into the library and use it freely. The library is the property of the public. The rules framed should contain all information and guidance, advice and suggestions for using the contents of the library. Occasionally there might be cases of abuses of the privileges. This does not mean, however, that penalties and punishments should be boldly and prominently displayed. Such display appears to be in bad taste. Let us tell our patrons, in the library rules, what the library can offer them and how best it can be used by them. Creating a sense of homeliness and freedom to move about in the library should be the aim of library rules. The reward will be ample and beneficial to the server and the served.

Library rules may cover the following aspects :

1. Availability of free access to its contents to all men and women, regardless of race, creed or political persuasion.
2. Days and time of opening.
3. Number of books, and their different classes, that may be borrowed at the library by a registered borrower.
4. Care of books when in the custody of the borrowers.
5. Genuine interest in and care of library property.
6. Polite and orderly behaviour inside the library premises.
7. Number of holidays on which the library remains closed.
8. Small corrective penalties or overdue charges for infringement of regulations.
9. Layout of the library and location of special departments like music library, braille book collection, etc.
10. The system of arrangement of books.
11. The forms of catalogues and methods of using them.
12. Availability of reference and information services.

Though these regulations are meant for the reader, the staff of the library has a great responsibility in implementing them successfully. It is suggested that the conduct of every member of the library staff be governed by a set of rules. They should cover their relations with the public and their responsibilities to the library committee and library authority. The rules of conduct for

the library staff should be imbued with a spirit of service and devotion to duty. An unethical or impolite attitude on their part should not only be discouraged but totally banned.

9. *Basic Pattern of Library Service and Service Points*

IT WILL be appropriate to study in outline a satisfactory and useful basic pattern of library service for given areas consisting of (1) large cities, (2) small towns, and (3) villages and isolated groups of hamlets. The states comprising the Indian Union all have all three types of population groups. More than half the population of India lives in the area falling under group (3). As the organization of library service is mainly determined by the way people live, in great metropolis cities, in provincial cities and towns, in far-off villages and lonely hutments, distribution of library service should be planned to reach the individual even at the remotest locality. Take a commodity like safety match-boxes. It can conveniently and readily be obtained from a village grocer, although its centre of manufacture and distribution is thousands of miles distant from the village. It has been carried to the village grocer's through a planned process of distribution from the headquarters where it is produced. Why should not such a pattern of commodity distribution apply equally to library service? If the library authorities would be wise enough to learn from the organizers of "commodity distribution", books would be made available to our people wherever they may live. Because of a centrally located and well-organized library nearby, it is no doubt easier to provide books in large number and variety to large communities than to small groups of

population living in isolated communities. The absence of such a headquarters library near small villages is no reason why library service should be denied to the far-off villager who is in much greater need of books and information than his comrade in the town or city, where there are several means of communication, other than the book, to keep him informed of what is being done and achieved in various spheres of man's activity.

If people in large cities and towns will go to the libraries to use the books and borrow them, people in the rural areas should be served by carrying books to them. Unless there is an integrated library system for a whole area, with proper co-ordination between urban library centres and rural district libraries, the state library authority can do little to evolve a useful pattern of library service. As the local library authority will be close to the users of library service, it is best that library service is made a local concern. If a local library authority is incapable of raising enough funds to maintain an adequate standard of library service to its population, a combination of local library authorities will be a useful proposition. When the resources of a combined local library authority prove inadequate, the state library authority must supplement the funds by state grants.

While governments are mainly concerned with financing and controlling the libraries, the people who use them are largely concerned with having at their disposal an adequate service to provide them books, information and expert assistance from library staff. The success of library service is measured by individual and community satisfaction. Therefore an adequate number of good libraries should be made available to individuals. The places where library service is available to the people

are called "service points." The service points vary in size, scope and structure, ranging from the great central libraries of the metropolis, to libraries on wheels and books delivered by postmen and deposit stations.

A central library is the main library of a city system with branches, or a city plus country system, e.g. the Madras City Central Library with branches at Mylapore, Triplicane etc.

A town library is the library of a town or city where there are no urban branches, e.g. the libraries of most small urban areas, e.g. Kanchipuram Town Library.

A branch library is either an urban branch, a library provided for a district or suburb of a city ; or a county or regional branch, a library in an urban community within the area and associated with (and probably provided with stock) from a county (or regional) headquarters — primarily a centre of administration and distribution, with a central pool of stock, though the headquarters may usually be closely associated with the library serving the people living in and around the town or city where it is situated.

Branches are usually in premises specially built or adapted for library purposes — either full or part time. A full-time branch is one open to the public the whole day on all or most week days with, say, a minimum of thirty hours of opening a week. A part-time branch is one open for less time, e.g. certain hours on some days or the whole day on one or two.

A deposit station is a collection of books deposited with some agency other than a library — a factory, club, society, institution — and primarily for the use of those attending there.

A centre is closely akin to a deposit station but is

here meant to denote a collection of books deposited in some appropriate place — a school, house, club, or almost anywhere — which is provided for general public use. For purposes of definition, a collection at a youth club solely for the use of members would be a deposit station, but if the club agreed to house the collection for use by the general public (perhaps only at specified times) it would be a centre.

Travelling libraries are libraries on wheels—not just collections of books in boxes sent by carrier or other means of transport, a method of service to be called simply "boxes of books."

In the eyes of the people, "a county branch" in a small town or an independent "town library" seem very much the same thing.

The small-town library in urban or rural areas is needed in large numbers in several countries. In India, the majority of the population lives in such small towns and villages, with populations ranging from 500 to 10,000. The balance of population between cities and small towns and villages will indicate that the small-town and village libraries will far outnumber those in big cities, although their size, capacity, funds and staff may compare less favourably with those of cities. Organization of libraries and their development in these areas will need far greater alertness and vision on the part of the state library agency and librarians.

The location of a library in a small town will be governed by its social importance to the population of the rural area. If the town is a central weekly market place or a railway station, many people around the area are likely to visit it once or twice a week. Such a town will, therefore, be considered suited for the location of a library.

A library in such a location will not only be efficient in service and adequately provided with book stock, but will also prove economic. Books and staff are the significant features of a small-town library. It is unwise to sacrifice these items for the sake of a building. Buildings can be thought of later, after the library authority has obtained experience about its desirable location and size. Investing large funds in bricks and mortar will limit the future development of the library. The library authority may have occasion to regret its premature judgement. Farsightedness in the location of such 'service points' is called for in ample measure.

As a large section of the Indian population reside in remote and scattered villages, say ten or even fifteen miles distant from a small town in the rural area, it will not be possible for the small town library itself to provide any regular service to them. Therefore, "service points" of a varied type have to be provided to enable the resident of a lone hamlet to get his book needs. His contacts with his fellow men from whom he can hear news and views are limited ; he has to depend upon his own intelligence and vision to solve his life's problems, and help his family to learn and know. Therefore, the distant dweller in a lonely spot needs library service in greater measure than the residents of cities and towns.

No doubt, provision of library service to disintegrated villages, with small populations of a hundred or two, will be more costly than the library service to compact communities in urban areas. Besides, the village population has less taxable capacity. Due to these reasons, village library service must be liberally financed and organized by the state library authority. In well-developed countries, county library service to places too small to have

branches is provided by the centre, the travelling library, and the mail. The smallest villages, with a population of 100 or less, can be provided with a library centre, usually located at the village shop or the panchayat hall or school or temple. The most suitable of these will be the panchayat hall which is a local authority building to which all sections of village population will have free access. The "centre" should be provided with facilities to store and display library books and seating arrangements, may be mats or carpets, which will enable people to use the books and newspapers on the spot. The staff of the "centre" may be voluntary or part-time workers on nominal payment from the local population.

As the local staff of the centre will not be qualified librarians, frequent visits to the centres by professional staff from the county head-quarters should be arranged in order to ensure satisfactory working and to suggest measures to the headquarter's library to improve the library service at the centre. The book collection of the centre must be renewed by frequent supplies from the headquarters by means of boxes of books sent by rail or other kinds of available transport (perhaps, in the Indian village system, where good roads are absent, the common form will be the bullock-cart or even head loads) or by means of a travelling library. The rural headquarters library should send consignments of books direct to the centres, instead of transferring the same box of books in a chain round the centres, for, the same collection may not be suited to the needs of every centre.

When library "centres" cannot be planned and established, arrangements may be made to send books to individual families, who may be willing to share them with their neighbours and return them to headquarters.

The postal service is of immense help in this method of distribution. The library authority should bear the cost of transit.

The foregoing discussion on the basic pattern of library service aims to fulfil the ideal of total coverage of library service to the entire population and equalization of library opportunities to individuals.

10. *The Travelling Library*

"NOTHING associated with librarianship has ever caught the public imagination like the travelling library, the library on wheels, the 'bibliobus.' There is such a novelty, a boldness, an apparent practicability about the idea that to many the travelling library has become the answer to every prayer, the solution of every problem."[1] It has penetrated the city service as well as the rural service.

Travelling libraries are mobile vans (usually motor vans) fitted with shelves and a small counter. There is usually accommodation for about two thousand volumes on their shelves. They can be used to serve large populations in suburbs of cities, when they may be called "mobile branch libraries." When they are used in the rural regions, they may be called "mobile county libraries." If they carry boxes of books for delivery at the centres they may be called "delivery vans." If a travelling library contains a display of books from which the centres and individuals can select books, it may be called an "exhibition van".

The main purpose of organizing a library on wheels is to get over the problem of a suitable library building as a service point. Populations move, extend and accumulate on account of varied causes, which may be

1. L. R. McColvin: *Public Library Extension,* Paris, UNESCO, 1950, p. 47.



SALOP COUNTY (U.K.) MOBILE LIBRARY
[*Courtesy* : British Council]

(The " let down " steps proved unsatisfactory, they have been replaced by a coachtype interior stair well.)



(Shelves are sloped back showing book titles towards light and keeping them in place during transit.)

★

INTERIOR OF
MOBILE LIBRARY

[*Courtesy* :
British Council]

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political, economic, hygienic or environmental. It is impracticable to get a new library building constructed immediately or even to find an existing structure which may be converted into a library after certain adaptations. In thickly populated cities like Bombay, Madras and Calcutta, it is more economical to provide mobile branch library service operating from the city central library. The travelling library van, stocked with books and provided with the facilities to lend them to the people at every stoppage for a short duration of half an hour or a little more, according to a pre-arranged schedule of timings, can very well perform the work of a lending library. It is possible that a handful of reference works which may be included in the collection, may be used by the people inside the van or around it during its stoppage. The qualified librarian who is in charge of the "mobile branch library" performs a number of functions—charging and discharging books, answering enquiries, and obtaining suggestions from people for improvement of library service in order to carry them to the central library. The idea of a "mobile branch library" is not totally new or revolutionary in its nature, for, in big cities, it can be very often seen that motor vans are employed to deliver milk bottles and certain other commodities from a central dairy. In the former Baroda State, a sort of mobile library service has been in operation for several years. The "rural library van," carrying boxes of books for delivery at the village centres, has been found efficient, quick and economic and is still in current use. The only objection to such a library service van is that it has not enough seating accomodation and no protection from sun or rain can be afforded when too many people visit it.

In the rural districts, the travelling library has

greater potentialities for service than in urban areas. In the countryside, the mobile library will be the backbone of the library service and may prove the key factor in ensuring the success of the library plan. If the van carries adequate stocks of representative books on a variety of subjects of interest to the rural population well-displayed on its shelves, it becomes a library exhibition as well. Instead of boxes of books, which have a limited range and capacity, a large collection, of some two thousand volumes, will certainly offer a variety of choice to the people. The cost of a building and its maintenance at every village centre may well be used instead for this type of library service. Good roads in rural areas are few. Therefore, smaller types of vans, carrying some five hundred to a thousand volumes may be adopted. There is a decided advantage in adopting the scheme of a mobile rural library service staffed by qualified personnel in place of local volunteers or part-time librarians, who will mostly be unqualified, at the village centres. The reader-librarian contacts will get strengthened and the professional librarian attending the mobile rural library will become a liaison officer between the district headquarters library and various village library centres.

The type of vehicle to be used and its internal equipment require careful consideration, for it is on the successful performance of the country van that the success of the rural mobile library service depends. It is advisable to choose a passenger chassis because it is fitted with flexible springs, contributing to the comfort of the travelling library staff and the driver. Books on shelves will also be liable to less jolting. The rough roads in this country make it all the more necessary that

a van of a superior quality is provided so that the chances of a breakdown in regular library service to the outlying population in the rural area is reduced to the minimum.

According to L. R. McColvin, a satisfactory vehicle for mobile library service should have the following characteristics :

(*a*) The wheel-base (i.e., the distance between the centre of the front and of the rear wheels) that determines the length of the body which may not usually overhang by more than half the length of the wheel-base should be between 13 feet and 15 feet, 6 inches;

(*b*) a small turning-circle;

(*c*) the type of construction which permits the driver to sit *by the side of* instead of *behind* the engine makes a larger body possible ;

(*d*) a chassis provided with a mechanical tyre-pump and built-in automatic jacks;

(*e*) makers' " service " organization in the area in which the van will operate—how easy it is to get running repairs put in hand, to get spare parts, etc. The country van runs on a schedule. Delays and disorganization through breakdown must be kept to a minimum.

" There are two distinct types :

(*a*) the ' inside ' type with shelves inside the van, which borrowers enter to make their selection, and

(*b*) the 'outside' type, with shelves outside covered by hinged flaps which are raised when the van is being used, the readers standing outside.

" The former is the invariable choice of the British libraries; some Americans prefer the latter, which undoubtedly permits more readers to choose their books at once.

"The former is strongly recommended, for where in the world can one guarantee perpetual good weather; how much better to be able to come inside out of the rain or cold. Moreover it can display more books." [2]

The "inside" type van must satisfy the following conditions:

(*a*) "The entrance should be on the side nearest the curb, not at the rear, to avoid the danger of readers, especially children, stepping out into passing traffic. A sliding door has two advantages—it allows the van to pull up against a high embankment and it is easier to handle in a high wind.

(*b*) "A small staff counter, with space for books, drawers and cupboards underneath, is necessary, best placed immediately behind the driver's cab. Alternatively a table top can be mounted on runners so that it can be pulled into the driver's cab when the van is in use (the driver uses it as a desk when charging or discharging books) and pushed into the van itself while it is on the road.

(*c*) "The shelves should be fixed the correct distance apart, some for fiction, the rest for non-fiction, with some accommodation for 'over-size books'. The exact distance between shelves will vary from country to country according to customary book sizes; in Great Britain, 8″ between shelves for fiction and between 11″ and 1′ for non-fiction would be ample. To prevent books from being thrown off, the shelves can be inclined; the front should be about 1½″ higher than the back; and the backs of the shelves being inclined at the same angle.

2. L. R. McColvin: *Public Library Extension*, Paris, UNESCO, 1950, p. 55.

Otherwise the top corners of the books will get worn and damaged. Well designed wood shelving of light construction is preferable to steel shelving which is heavier, and in most patterns takes up a little more space.

(*d*) "Lighting, natural and artificial, and ventilation must be adequate. As wall space must be used as far as possible for shelving, natural lighting and ventilation are obtained by providing either a cleave story roof or flush fitting windows in the roof; in both cases the windows must be hinged, and arranged to open in such a way that rain does not blow in if the van is travelling with some windows open.

"Obtain artificial lighting either from the vehicle batteries or by Calor gas or some similar form of a portable gas. When a van operates in districts which are supplied with electricity, arrangements can be made to provide at each stopping-place an electric 'point' into which the van can 'plug'. For this purpose about 150 feet of suitable flex should be carried on a drum or winder. If this source of electricity is available, the van may also be heated by electricity.

(*e*) "A Clayton heater or a similar type which draws hot water from the cooling system of the engine to a radiator behind which a small electric fan is mounted has been found satisfactory in some vans, but would not be satisfactory except when the van is travelling. Calor gas can also be used for heating. Slow-combustion stoves have also been tried in some vans.

(*f*) "The van should have a special horn or siren with a characteristic loud note used to announce its arrival.

(*g*) "Some of the more elaborate vans provide seating accommodation but it is doubtful whether this

is wise as space for shelving and for borrowers is inevitably reduced." [3]

The precise cost of purchasing a van and its running and maintenance expenditure cannot be forecast, for it may vary from place to place, depending on local conditions, state taxes, roads, cost of petrol, insurance rates, wages, milage, etc.

The cost of a van as it obtains in England given below may roughly indicate the funds necessary in other areas :

Chassis : £500
Body and fitting : £900 to £1400

Assuming the annual milage to be 10,000 the operating cost will be :

Driver's salary	£300
Library assistant's salary and allowance	£450
Petrol, tax, maintenance	£200
Allowance for depreciation	£200
Total	£1150

It should be noted that the cost of books and their maintenance is excluded in the calculation. As the travelling-library service has been developed to a full extent in Great Britain, the data and specifications of that country are provided as an index.

Actual specifications and cost of two types, one

3. L. R. McColvin: *Public Library Extension*, Paris, UNESCO, 1950, pp. 55-7.

American and another British, of different capacities are selected because, in India, smaller varieties may be needed in large numbers. The assembling and building can be done at well-established firms of motor-van builders and engineers like Hindustan Motors Ltd., Bangalore.

"I. American model—capacity 1250 *volumes.*

"Chassis—Ford, car-cover engine model ¾ ton heavy duty, generator 30 amps. Battery 100 amp. hours.

"Body—Custom-built walk-in type. Length (inside) 11′ 2″, width (inside) 5′ 10″, height (inside) 5′ 10″. Door : both sides of front and rear double, side doors slide into concealed pocket, windows in front and rear doors. Heater—Southwind, gas, at feet of driver. Ten lights. One stationary step at rear.

" Interior — Metal, sealed to dust-proof. Rubber flooring. Shelving, plywood, height 10″, 11″ and 13″, angle of slant 2½″.

"Cost (total) £750.

" II. British model—capacity 2000 *volumes.*

"Chassis—Bedford passenger chassis, wheelbase 14′ 6″, maximum gross laden weight 7 tons. Engine, standard Bedford 28 h. p. 6 cylinder unit.

"Body work—specially built but incorporating a number of parts used in the standard Vista coach. All exterior corners and edges are rounded.

"The framing is of best oak and ash and the panelling in 18 S.W.G. half-hard aluminium below the waist line and in 22 S.W.G. above. Insulating lagging is inserted between the inner and outer surface of the roof to reduce extremes of heat and cold. There is a Perspex

roof light, 10′ long 4′ wide. Floor is covered with brown battleship linoleum which is extended 3″ up the front of the book cases to form a kicking panel.

"The driver's cabin has two coach type doors and sliding door on the side near curb gives access from the pavement to the body of the library. Screens on each side of the door will reduce the risk of borrowers falling down the well and protect the staff at counter from draught.

"Ventilation is by 12 hinged lights in the clerestory and two roof ventilators at the rear. Heating is by one large Clayton heater wired from the batteries so that it may be used when the engine is not running. Good natural lighting is provided by the Perspex roof. Artificial lighting is by four 36 watt electric lights on each side and two over the counter; the lights on each side are wired on separate circuits. An additional 85 amp.-hours battery is fixed in parallel with the standard battery, and a plug and socket is provided for a battery charger or inspection lamp. There is a luggage boot below the floor at the rear which holds the spare wheel and two standard book boxes.

"Library fittings—The library is shelved on both sides and across the rear; the staff counter divides the body from the driver's cab.

"Shelving is in 1″ soft wood, on the off-side eight shelves high at 9″ centres for fiction and, on the side near curb and rear, six shelves high at 12″ centres for non-fiction. Each shelf has a 1½″ inward and downward slope and is fitted with a back at right angles to the shelf. Slats are provided for the upper three shelves all round to prevent books becoming dislodged. Shelving is not adjustable. Book stock carried is about 1,100

fiction and 900 non-fiction, including 30 standard reference books.

"The wheel arches are extended into the body to form occasional seats below the shelving.

"The staff counter is designed to be used from both sides, the librarian standing on the public side and the driver on the cab side. It is 3′ high, 1′ 9″ from back to front, with hinged flap and door for access from the cabin to the library. On the public side it has three catalogue drawers, a locked cash drawer, a self-closing waste-paper basket and two cupboards; on the cab side, a hot water container and bowl for washing. At the off side there is on the cab side a wardrobe for staff coats, the outside of which forms a display case over the counter. Above the counter there is a deep shelf and an eight-day clock. At the end of the side next to curb is a press for books reserved or in need of binding or repair.

"The staff required is one driver and two qualified librarians, who take duty on alternate days.

"*Dimensions* :

Over-all length	24′ 4″
Over-all height	10′ 2″
Over-all width	7′ 6″
Unladen weight	3 tons 15 cwt.
Laden weight	5 tons 5 cwt. (approx.)
Floor area of library	80 sq. ft.

"*Cost* :

Chassis	£470	Total £1750." [4]
Body and fittings	£1280	

4. L. R. McColvin: *Public Library Extension*, Paris, UNESCO, 1950, pp. 106-8.

A typical example of the specifications, diagram, operation, maintenance and cost, etc. of mobile library service, as it obtains in the Shropshire County (Britain) library system is furnished in Appendices II and III.

11. *Conclusion—The Future of the Public Library in India*

BEFORE ONE can assume the role of a prophet to predict the future of the public library, one should arrive at certain conclusions as to its achievements and failures in its present form. A weakness of public library service is that the quality of its work cannot be measured. "Large figures of circulation or reference use, well-trained personnel, specialised services for various groups, experiments in the field of social education and of the creative arts, all are increasingly valuable, without a doubt. Yet who can measure their importance in comparison with the individual, devoted, person-to-person influence which is operating day by day in many little libraries throughout our land?"[1] If this observation is true of the American public library, it will be equally true of the emerging Indian public library.

If an organized plan of library service for the Indian citizen is to succeed as a state undertaking, the active and sustained interest of the members of the community is essential. The Indian public library is just emerging as a democratic institution. As it is capable of touching diverse interests of the people, all sections of the public need to lend their sincere support and cooperation to its development. There is a mutual obligation of the library

1. Ernestine Rose: *The Public Library in American Life*, N. Y., Columbia University Press, 1954, p. 138.

to the citizen and of the citizen to the public library. It should be realised that the "citizen is at once the benefactor and the beneficiary of the public library." [2]

The public library has come into existence with the primary object of serving the individual members of society by anticipating their book needs and desires and to provide reading materials ideally suited to their tastes and thus help them to develop their social, intellectual and cultural accomplishments.

The mind of the Indian librarian, who is engaged in planning the public library of tomorrow, is realistic. His plans are vitally related to the working conditions of modern society. But the ideals of public library service are constantly present in his imagination and guide him to reach the goal.

The public librarian aims to correlate the library with the multiple activities of the community directed to achieve cultural or social objectives. His assistance in the development of adult and other educational programmes of the government is absolutely essential, for the library contains the cultural wealth of the nation. His obligation to supply information on current topics of interest to the citizen is equally important, because the common man looks to the public librarian as a leader, friend, philosopher and guide. A library system with headquarters, branches, delivery stations and mobile vans, stocked with reading material organized by classifying, cataloguing and arranging, and manned by a qualified staff is essential to provide standard library service.

2. Paul Howards : "Citizen and the Public Library," in C. B. Joeckel and Amy Winslow: *National Plan for Public Library Service*, Chicago, American Library Association, 1948, Ch. XI, p. 130.

The success of all plans for the establishment, development and improvement of public library service, will depend upon the place given to it in the governmental structure at the local, state and union levels in this country. Experience and current practice point out that the Union government should play an important part by directing desirable uniform policies affecting the major issues in the library service by providing aid through the services of experts and by financial subsidies. A Social Welfare Board has been set up by the Union government to look after social schemes and projects all over the country. It will be appropriate if a similar body called the "Intellectual and Cultural Welfare Board", as an adjunct to it, is immediately brought into existence and charged with the function of directing the establishment of a library system all over the country. Such a national body would do well not to control library service directly or indirectly but to leave it to the local governments.

The state governments should draw up plans for state-wide library service and correlate finance with reading materials and library personnel. In its programme of developing library service to its citizens, the state government should take into account that the existing types of private, endowed and aided libraries, irrespective of their limitations, have been rendering some library service to the people. Instead of allowing them to drift and languish, they should be considered as nuclei for further development by the local library authorities to whom their management should be handed. The statistics of such libraries,[3] compiled by the Government of India in 1951, reveal that some of the so-called public

3. India, Ministry of Education: *Libraries in India*, 1951.

libraries have been usefully serving citizens for a considerable number of years. Integration of these innumerable libraries with the public library system will undoubtedly prove a great success.

The pattern of the future library service cannot be fixed once for all. The library, being essentially a social agency, will have to alter its plans, service and materials as demanded by the social environment prevailing from time to time. In order to observe and study such social changes as will affect the library services, a body of professional librarians and social welfare scheme administrators, called a Library Research Board, may be set up to advise the library authority on the changing trends in library service, pattern and personnel that will be desirable for adoption.

Improvement in the standards of library service in the future can be expected from library co-operation, the frankest exchange of experience and ideals between librarians and the governing bodies of libraries of the nations of the world. In union lies strength. A countrywide library association of all leading librarians from every state, will contribute towards professional solidarity, integrity and a high standard of library service to the citizen. The existing Indian Library Association is a symbol and requires to be vitalised with the rich experience of librarians and the public. The way in which the British Library Association and the American Library Association have achieved their objects will be a fruitful source of experience in modelling the Indian counterpart. If the Indian Library Association is true to the traditions of library service, it can exert a considerable influence over the governments of the states and the Union and thereby speed up the provision of library service to the

entire population and guide the affairs of libraries to a successful end.

What is required by all concerned, the government, the public and the library personnel, is a true sense of realism, and an unmistakable faith in and understanding of library objectives. This is bound to result in a satisfactory library service, assuring "everybody his mental joy" and the community its "enlightened progress".

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APPENDICES

APPENDIX I

The Madras Public Libraries Act, 1948
(Madras Act XXIV of 1948*)*

[Received the assent of the Governor-General on the 29th January 1949, first published in the *Fort St. George Gazette* on the 8th February 1949.]

[For statement of Objects and Reasons, see *Fort St. George Gazette,* Part IV-A, dated the 9th December, 1947, page 572; for Proceedings in the Assembly, see Madras Legislative Assembly Debates, Volume IX, pages 599, 607, 619 to 642, Volume XVI, pages 686 to 719; for Report of the Select Committee, see Appendix at pages 749-757 of the Madras Legislative Assembly Debates, Volume XVI; for Proceedings in the Council see Madras Legislative Council Debates, Volume XIX, pages 619-630; for Act, see *Fort St. George Gazette,* Part IV-B, dated 8th February, 1949, pages 21 to 28.]

An act to provide for the establishment of public libraries, in the Province of Madras and the organization of a comprehensive rural and urban library service therein.

WHEREAS it is expedient to provide for the establishment of public libraries, and the organization of a comprehensive rural and urban library service, in the Province of Madras; It is hereby enacted as follows :—

PRELIMINARY

Short title, extent and commencement

1. (1) This Act may be called the Madras Public Libraries Act, 1948.

(2) It extends to the whole of the Province of Madras.

(3) This section shall come into force at once; and the rest of this Act shall come into force on such date as the Government may, by notification, appoint.

Definitions

2. In this Act, unless there is anything repugnant in the subject or context—

(1) 'aided library' means a library declared by the Director to be eligible for aid from the Government;

(2) 'Director' means the Director of Public Libraries appointed under section 4 ;

(3) 'district' means a revenue district ;

(4) 'Government' means the Provincial Government;

(5) 'notification' means a notification published in the *Fort St. George Gazette ;*

(6) 'prescribed' means prescribed by rules made under this Act;

(7) 'Province' means the Province of Madras;

(8) 'public library' means a library established or maintained by a Local Library Authority, and includes the branches and delivery stations of such a library; and

(9) 'year' means the financial year.

THE PROVINCIAL LIBRARY COMMITTEE

Provincial Library Committee and its functions

3. (1) A Provincial Library Committee shall be constituted by the Government for the purpose of advising them on such matters relating to libraries as they may refer to it.

(2) The Committee shall be constituted in such manner, and shall exercise and perform such other powers and duties as may be prescribed.

THE DIRECTOR AND HIS DUTIES

Appointment and duties of a Director

4. The Government shall appoint a Director of Public Libraries for the Province, and he shall, subject to their control—

(a) manage the central library, being a library constituted by the Government as the central library or an existing Government library recognized by them as the central library, together with the branches of such library;

(b) superintend and direct all matters relating to public libraries;

(c) declare, in accordance with the rules made under this Act, what libraries are eligible for aid from the Government and superintend and direct all matters relating to such libraries;

(d) superintend and control the work of all Local Library Authorities under this Act;

(e) submit to the Government every year a report on the working of libraries under this Act in the

previous year; and

(f) perform such other duties and exercise such other powers as are imposed or conferred by this Act or the rules made thereunder.

LOCAL LIBRARY AUTHORITIES

Constitution of Local Library Authorities

5. (1) For the purpose of organizing and administering public libraries in the Province, there shall be constituted Local Library Authorities, one for the City of Madras and one for each district.

(2) The Local Library Authority for the City of Madras shall consist of —

(a) three members elected by the Corporation of Madras;

(b) eight members nominated by the Government, of whom—

(i) three shall be office-bearers of libraries situated in the City of Madras and recognized in this behalf by the Government,

(ii) two shall be headmasters or headmistresses of high schools in the City of Madras, and

(iii) one shall be the principal of a college in the City of Madras;

(c) the holder for the time being of an office which the Government may, from time to time, specify in this behalf.

(3) The Local Library Authority for each district shall consist of—

(a) ten members nominated by the Director of whom—

(i) three shall be office-bearers of libraries situated in the district and recognized in this behalf by the Government, and

(ii) five shall be headmasters or headmistresses of high schools or principals of colleges in the district;

(b) one member elected by the district board, and where there are two or more district boards in the district, one member elected by each such district board;

(c) such number of members as may be elected by the presidents of the panchayats in the district, the presidents of the panchayats in each taluk electing one member;

(d) such number of members as may be elected by the municipal councils in the district, each municipal council electing one or more members in accordance with the following scale :—

	Number of members.
Municipalities with a population—	
Not exceeding one lakh	One
Exceeding one lakh but not exceeding two lakhs	Two
Exceeding two lakhs	Three

(e) the holder for the time being of an office which the Government may, from time to time, specify in this behalf.

(4) The member referred to in clause (c) of sub-section (2) or in clause (e) of sub-section (3), as the case may be, shall be the Secretary of the Local Library Authority concerned.

(5) Every Local Library Authority shall elect one of its members to be its Chairman.

(6) Subject to the provisions of sub-section (8), the term of office of a nominated or elected member of a Local Library Authority shall be three years from the date of his nomination or election, as the case may be.

(7) A vacancy in the office of a nominated or elected member of a Local Library Authority occurring otherwise than by efflux of time shall be filled by nomination or election in accordance with the provisions of sub-section (2) or sub-section (3), as the case may be, and the person nominated or elected to fill the vacancy shall, subject to the provisions of sub-section (8), hold office only for the remainder of the term for which the member whose place he takes was nominated or elected.

(8) A member nominated in his capacity as the holder of a particular office shall, if he ceases to be the holder of that office, cease to be a member of the Local Library Authority.

(9) No act of a Local Library Authority shall be deemed to be invalid by reason only of the existence of

any vacancy in, or any defect in the constitution of, that Authority.

(10) Members of Local Library Authorities shall be eligible for re-nomination or re-election.

Incorporation of Local Library Authorities

6. Every Local Library Authority shall be a body corporate, by the name of the area for which it is constituted, shall have perpetual succession and a common seal and shall be vested with the capacity of suing or being sued in its corporate name, of acquiring, holding or transferring property, movable or immovable, of entering into contracts and of doing all things necessary, proper or expedient for the purposes for which it is constituted.

Executive Committees and Sub-Committees of Local Library Authorities

7. (1) A Local Library Authority may appoint an executive committee consisting of such number of its members, not exceeding seven, as it may deem fit and delegate to such committee all or any of its powers or duties under this Act.

(2) A Local Library Authority may also from time to time appoint sub-committees to enquire into and report or advise on any matters which it may refer to them.

Schemes to be submitted by Local Library Authorities

8. (1) As soon as possible after a Local Library Authority is constituted, and thereafter as often as may be required by the Director, every Local Library Authority shall, and whenever it considers it necessary so to do a Local Library Authority may, prepare a scheme

for establishing libraries and for spreading library service within its area and submit it to the Director for sanction. The Director may sanction it with such modifications and additions, if any, as he may think fit and the Local Library Authority shall give effect to the scheme as so sanctioned by him.

(2) The Director may *suo motu* or on application by the Local Library Authority concerned modify any scheme sanctioned under sub-section (1) or replace it by a new scheme.

Powers of Local Library Authorities

9. A Local Library Authority may —

(a) provide suitable lands and buildings for public libraries and also the furniture, fittings, materials and conveniences requisite therefor ;

(b) stock such libraries with books, periodicals, newspapers, maps, works and specimens of art and science, lantern slides, cinema reels and any other thing suitable for their purpose ;

(c) employ from time to time such staff as it considers necessary, for such libraries ;

(d) with the previous sanction of the Government close or discontinue any public library or change the site thereof ;

(e) with the previous sanction of the Government, accept any gift or endowment for any purpose connected with its activities;

(f) provide for lectures and the holding of classes ; and

(g) in general, do everything necessary to carry out the provisions of this Act.

Vesting of properties in Local Library Authorities

10. All property, movable and immovable, acquired or held for the purpose of any public library in any area shall vest in the Local Library Authority of that area.

Regulations by Local Library Authorities

11. (1) Subject to the provisions of this Act and the rules made thereunder, a Local Library Authority may make regulations generally to carry out the purposes of this Act, and, without prejudice to the generality of this power, such regulations may provide for —

(a) the admission of the public to public libraries in its area on such conditions and on payment of such fees as it may specify ;

(b) requiring from persons desiring to use such libraries any guarantee or security against injury to, or misuse, destruction or loss of the property of such libraries ;

(c) the manner in which the property of such libraries may be used and the protection of such property from injury, misuse, destruction, or loss ; and

(d) authorizing its officers and servants to exclude or remove from any such library any person who contravenes or fails to comply with the provisions of this Act or the rules or regulations made thereunder.

(2) The Government may, in their discretion,

modify or cancel any regulation made by a Local Library Authority under sub-section (1):

Provided that before modifying or cancelling any regulation, the Government shall give the Local Library Authority concerned a reasonable opportunity to make its representations in the matter.

FINANCE AND ACCOUNTS

Library cess

12. (1) (a) Every Local Library Authority shall levy in its area a library cess in the form of a surcharge on the property tax or house tax levied in such area under the Madras City Municipal Act, 1919, the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be, at the rate of six pies for every whole rupee in the property tax or house tax so levied.

(b) A Local Library Authority may, with the previous sanction of the Government and shall, if so directed by them, increase the rate specified in clause (a).

(2) The cess levied under sub-section (1) shall be collected —

(a) in the City of Madras, by the Corporation of Madras;

(b) in an area within the jurisdiction of a municipal council, by the municipal council;

(c) in an area within the jurisdiction of a panchayat, by the panchayat; and

(d) in an area in a district not included within the jurisdiction of a municipal council or a panchayat, by the district board

as if the cess were a property tax or house tax payable under the Madras City Municipal Act, 1919, or the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be and all the relevant provisions of the said Acts shall apply accordingly :

Provided that the Government may, by notification, direct that for the purposes of the collection of the cess aforesaid, the provisions of the Madras City Municipal Act, 1919, or the Madras District Municipalities Act, 1920, or the Madras Local Boards Act, 1920, as the case may be, shall apply subject to such modifications as may be specified in the notification.

(3) The cess collected under sub-section (2) shall be paid to the Local Library Authority concerned by the Corporation of Madras, the municipal council, the panchayat or the district board, as the case may be.

Library Fund

13. (1) Every Local Library Authority shall maintain a fund called the 'Library Fund' from which all its expenses under this Act shall be met.

(2) There shall be credited to the Library Fund the following sums, namely :—

(a) the cess collected under section 12, sub-section (2);

(b) contributions, gifts, and income from endowments made for the benefit of public libraries ;

(c) special grants which the Government may make for any specific purpose connected with libraries ;

(d) fees, fines and other amounts collected by the Local Library Authority under any rules or regulations made under this Act.

(3) The Government shall contribute to the Library Fund maintained by every Local Library Authority other than the Local Library Authority for the City of Madras, a sum not less than the cess collected under section 12, sub-section (2).

Maintenance of accounts

14. (1) An account shall be kept of the receipts and expenses of each Local Library Authority.

(2) The account shall be open to such inspection, shall be subject to such audit, disallowance and surcharge and shall be dealt with in all other respects in such manner, as may be prescribed.

Supersession or reconstitution of Library Authorities

15. Notwithstanding any provision in the Act, the Government may, in cases where they think it is necessary to do so, supersede or reconstitute any Library Authorities constituted under the Act :

Provided, however, the Government shall give notice to the Authority concerned together with the grounds on which they propose to supersede or reconstitute and shall consider any explanations that may be offered by such Authority.

REPORTS, RETURNS AND INSPECTION

Reports and Returns

16. Every Local Library Authority and every person in charge of a public or aided library shall submit such reports and returns and furnish such information to the Director or any person authorized by him as the Director or the person authorized may, from time to time, require.

Inspection of libraries

17. The Director, or any person authorized by him may inspect any public or aided library or any institution attached thereto for the purpose of satisfying himself that the provisions of this Act and the rules and regulations thereunder are duly carried out.

RULES

Power to make rules

18. (1) The Government may, by notification, make rules consistent with this Act to carry out the purposes thereof.

(2) In particular and without prejudice to the generality of the foregoing power, such rules may provide for —

(a) all matters required or allowed to be prescribed under this Act ;

(b) the method of conducting the election of members to Local Library Authorities and all matters connected therewith ;

(c) the matters to be included in the scheme referred to in section 8;

(d) the maintenance of the minutes of the proceedings of Local Library Authorities;

(e) the publication of audited statements of the accounts of such Authorities and of the reports of the auditors; and

(f) a Library Grant-in-aid Code, regulating the Government's aid to, and the declaration, inspection and co-ordination by the Director of, aided libraries and the standards to be maintained by such libraries.

MISCELLANEOUS

Amendment of the Press and Registration of Books Act, 1867, in its application to the Province

19. The Press and Registration of Books Act, 1867, shall, in its application to the Province be amended as follows :—

(i) In section 9, first paragraph, clause (a) (which relates to the delivery to the Government of copies of books by the printer of a press), for the words "one such copy," the words "five such copies" shall be substituted.

(ii) In the same section, in the last paragraph, clause (i), for the words "a copy of the first or some preceding edition of which book has been delivered," the words "five copies of the first or some preceding edition of which book have been delivered" shall be substituted.

(iii) In section 11, for the first sentence, the following sentence shall be substituted, namely :—

"Out of the five copies delivered pursuant to clause (a) of the first paragraph of section 9 of this Act, four

copies shall be sent to the central library referred to in section 4, clause (a), of the Madras Public Libraries Act, 1948, and the fifth copy shall be disposed of in such manner as the Provincial Government may, from time to time, determine."

APPENDIX II

Shropshire County Library
Mobile Library—Principal Specification

[In order to assist the library authority and the librarian in India in drafting a specification for the 'Mobile Library' to be built, the text of the Tender Notice issued by the Shropshire County Library Authority[1] *is furnished. Alterations in design and dimensions can be made depending on the local needs and manufacturing firms.]*

A TENDER is required for the supply during the period 1st—31st August, 1953, of one complete mobile library to the following specification to be built on a Bedford 3-ton long wheel base chassis converted to full forward control. The supply of the chassis is the subject of a separate tender. In addition to the main price, tenderers are asked to quote for the conversion of the chassis to forward control and for additional equipment.

The body and fittings to be built to Public Service Vehicles standards, the completed vehicle to have a gross unladen weight of *under 3 tons*.

1. By the courtesy of Mr. J. B. Ferguson, Librarian, British Council, Bombay.

BODY

General. To be specially designed to eliminate body whip.

Unusual rigidity is required since the load will be carried on the body sides.

All shelving to be used as far as possible to stiffen the body.

To be slung as low as possible.

Driver's cab to be incorporated in body.

Construction to allow for the easy removal of the engine and/or gearbox for overhaul, etc.

Dimensions. Not less than 16 ft. in length (interior measurement) from behind driver's seat.

Interior width—7ft.
Interior height—7ft.

Doors. A hinged or sliding door to be provided, on the off-side only, for the driver, to be fitted with quick action drop window. Door to have best quality furniture, double check striking plate, heavy duty slam lock buffers and dovetails and a suitable check-strap. Similar drop window to be provided near side of cab. A sliding coach-type door 2 ft. 4 in. wide to be provided in the near side for the public. A suitable grab handle to be fitted to allow for closing from the inside of the vehicle and similar handle (lockable) to be provided on the outside. Best quality door furniture to be used.

A coach-type stair-well to provide entry. Crab

rails to be provided on both sides of door to assist users.

INTERIOR OF BODY

Floor. Inspection hatches (metal edged) to be provided for the proper maintenance of the vehicle. Rear axle trap to be large enough to permit use of jack from inside vehicle.

To be covered with best quality scarlet linoleum (sample to be approved by County Librarian) neatly laid to the base of the book shelves and the wheel boxes over a wooden curved strip to provide for easy cleaning (see sketch, p. 134).

Shelving. ¾″ wooden shelving to be arranged as in detailed plan and *strongly built to form an integral part of the construction of the vehicle.*

Shelving to be approximately 6′ 4″ high; each shelf to be 7″ wide from the right angle shelf backing to the shelf edge. Each shelf to slope upwards *14 degrees from the horizontal* to prevent books shaking off. (See sketch, p. 134).

Cupboards under lowest shelves to be as in plan with spring loaded catches to prevent them being jolted open by the movement of the vehicle.

Above the counter a small 3-shelf book-case to be arranged as in sketch.

Rear shelves only to be provided with set of hinged slats to prevent books moving (see sketch, p. 135).

Notice Board. A wooden framed, cork surfaced, notice board (2′ x 1′) to be fixed above reader's entrance.

ROOF

To be fitted with three waterproof lights in perspex or glasses.

Arrangement of lights and their dimensions to be agreed with the County Librarian. One should be arranged to open 1½″ to 2″ to allow for ventilation.

VENTILATION

Two Fleckner vents are to be fitted on the roof at the rear end of the body.

The driver's windshield to be capable of being opened forward.

HEATING

A Clayton heater to be installed in front of the "public" side of the library assistant's desk.

LIGHTING

Four fluorescent tube 2 ft. lights are to be fitted, the positions to be decided later by the County Librarian. The control switches to be mounted conveniently on the side of the vehicle near the driving seat.

SEATING

Bucket type adjustable seat for driver.

Assistant's seat to be adjustable in height as revolving so that it may be turned to face the counter at "halts."

DECORATION

Interior : Shelves, roof, interior woodwork ; knot, prime and stop and apply 3 coats enamel. *A very hard wearing surface is essential.*

Exterior : To be painted to normal County Council standard.

Wings — buff. Body — cream.

Lettering : Fascia over windscreen and on rear exterior panels.

SHROPSHIRE COUNTY LIBRARY

Near side and offside towards rear of vehicle.

SALOP COUNTY COUNCIL
MOBILE LIBRARY

Design to include county coat-of-arms-transfers provided.

All paintings to conform closely to present style and colours.

The vans may be inspected by arrangement with the County Librarian.

COUNTER

To be soundly built to the design in the sketch and well finished in all particulars.

Top to be covered with heavy duty lino to match the floor covering.

EQUIPMENT

Flush fitting head and side lamps.

Fog lamp.
Rear number plate, double tail lights and stop light (Lucas illuminated box assembly).
Reversing light.
Twin horn suction type siren.
Two fire extinguishers on each side of cab.
Trafficators.

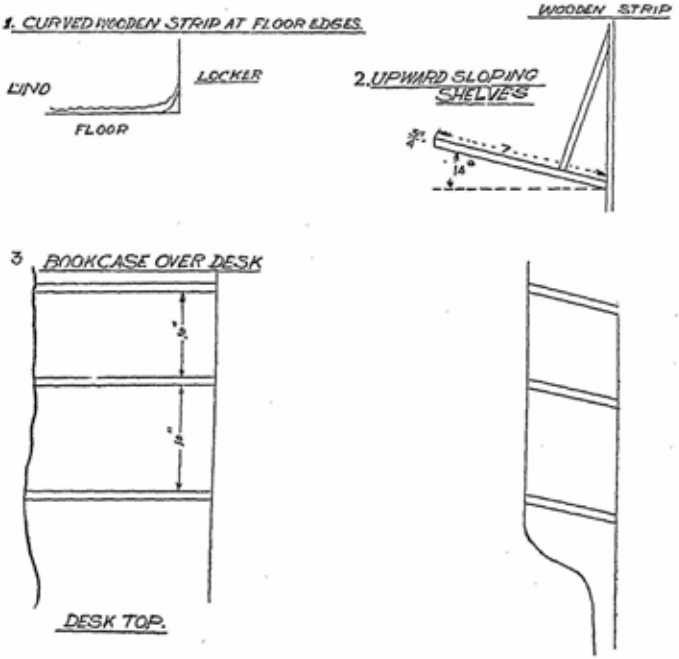
EXTRA EQUIPMENT (to be tendered for separately).

Provide for operating interior lights from mains supply by means of ventilated transformer (230 v. input; 12 v. output). A suitable switch to be provided in to effect change-over and necessary fuses to be provided in input circuit. A waterproof 3 pin Niphan socket to be provided in or on the vehicle and 50 ft. heavy duty 3 core cable to plug into the socket.

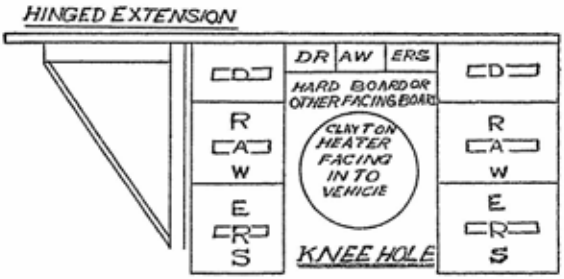
Extra storage battery to double the standard capacity.

(*For detailed sketches, see pp. 134-5*).

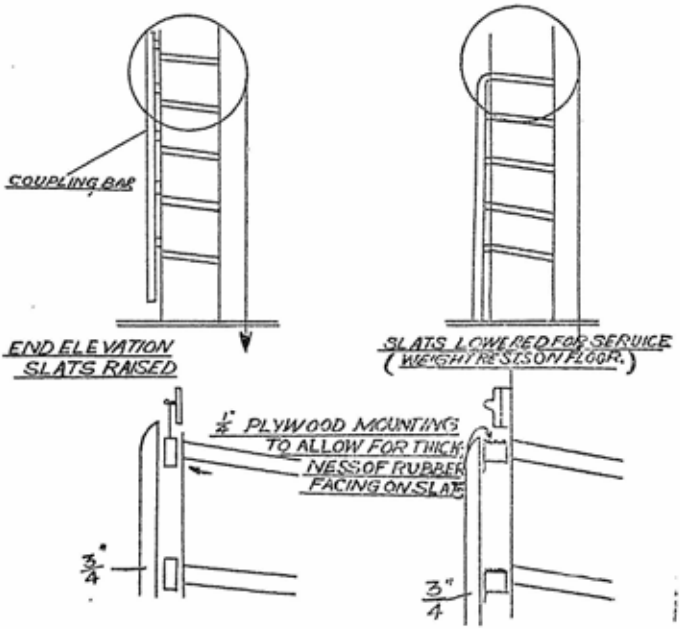
DETAILED SKETCHES—NOT TO SCALE



ISSUE COUNTER (LIBRARIAN'S VIEW)



HINGED SLATS FOR REAR SHELVES ONLY



APPENDIX III

Shropshire County Library
Mobile Library Service

[The working plan, with full details of operations, of the Mobile Library service of the Shropshire County Library System is provided so that the recorded experience of a successful mobile library service can be brought to bear on Indian conditions.]

(1). It is the clear duty of the County library to ensure that the county reader wherever he might live, should have at his command an adequate library service; that is, one which will give him a wide choice from a comprehensive range of books and the service of a trained Librarian.

(2). It is obviously more difficult to achieve this end in the rural areas than it is in the comparatively densely populated industrial area of the County.

(3). It can be argued that the urban branches have more than a purely local duty to perform and that they provide a service for those who visit the market town regularly. To this end branch opening times have been carefully arranged to coincide with market days.

(4). However such provision in the nearest market town or at the County Library Headquarters, while valuable, puts at a disadvantage those who cannot make the journey from the villages. The natural inclination

in a predominantly rural county is to put the general library service where it is vitally required — in the rural areas themselves. If this is done one more amenity has been added to county life and for one service at least the village dweller is not obliged to travel to town.

(5). To achieve an adequate county library service there seems no alternative to the mobile library. Its advantages are :

i. It carries a book stock more than 10 times as large as that in the average sized centre; a non-fiction stock more than 15 times as large and the whole changed more frequently.

ii. It continues to run when school closures interrupt village centres.

iii. It brings the library to even isolated country-dwellers who otherwise would have no service or who would have to depend on the choice of the local librarian, possibly delivered by passing school children.

iv. It brings the smallest community a service comparable with that in urban areas.

v. It can deliver specially requested books at its subsequent calls.

vi. By presenting a wider range of non-fiction it can raise the percentage of non-fiction books issued. The average village centre issued 4.67% in 1950/51. The mobile library issued 13% in 1950/51. This figure now stands at 19-21%. In the same way the larger collection can more easily carry a good proportion of classic novels which are similarly well used.

(6). Its disadvantages are :

i. Fortnightly rather than weekly or bi-weekly halts (somewhat offset by the fact that each reader can borrow 2 fiction and 2 non-fiction books for each member of the family registered and special arrangements are made for students and professional men who are "heavy readers").

ii. Interruption by bad road conditions (which would impede any kind of library service). No time has been lost by bad conditions, however, since the service started. Snowchains are carried on all vehicles.

iii. Mechanical breakdowns, which are kept to a minimum by careful servicing, might become a difficulty as the vehicles grow older.

iv. The day-time calls favour the women readers at the expense of the men. However most issues are "family" issues, and the routes have been specially arranged to allow for stops where large numbers are working, e. g. :—

(a) Roden Nurseries. A stop is made in the gardeners' lunch-hour. (250 — mostly men employed).

(b) Salopia Works, Prees. Here 500 men, labourers and technicians, from the surrounding areas are employed. A 60 minute stop is made near the works canteen. The results revealed a drama group unaware of the County library drama library and a class of apprentices interested in elementary engineering handbooks.

In general the mobile librarians are encouraging the registration of male members of families to correct the

present balance of 2/3 women members to 1/3 men, but it is often the case that the books taken are read by members of families of both sexes so that the registration figures may be somewhat misleading.

(7). *Issues per Member of Staff.* The mobile librarian, whose routine work is caught up with on days when the vehicle is not running, achieves a very high number of issues and is kept very fully employed.

	Staff	*Issues* 1950-51	
Mobile library	1	60,000	
Albrighton	1	18,575*	
Bridgnorth	1	41,291	
Church Stretton	1	16,204*	
Dawley	1	38,326	
Ellesmere	1	16,224*	
Ifton Heath	1	8,145*	
Ludlow	1	36,398*	(Plus voluntary assistance)
Market Drayton	1	25,602*	
New Donnington	1	16,404*	
Oakengates	2	94,298	
Therefore (average)	1	47,149	
Wellington	3	84,030	
Therefore (average)	1	28,010	

*Part-time Librarians.

N.B. Both Wellington and Okengates offer a service far beyond the simple lending of books. Both have reference collections, collections of periodicals

and newspapers and children's libraries. Both have yet to develop their information service to local industries and their work in co-operation with local schools and further education groups. Even the small branch at Dawley (open 35 hours per week) offers a home for L. E. A. classes in Shropshire History, etc.

Even if it is allowed that the driver assists in the routine work of issuing and receiving books, the turn-over is still very high and is likely to be higher since the 60,000 issues was achieved with the vehicle running 8 days per fortnight. Present arrangements are :

[Vehicle]	FUJ	9 days per fortnight.
[Vehicle]	HAW	8½ days per fortnight.

The additional calls made on Wednesday mornings have permitted 23 stops to be added to the schedule of halts.

At present the two vehicles make 193 separate halts each fortnight.

(8). *The Mobile Library in Further Education.* Clearly the County Library has a vital part to play in Further Education both formal and informal. Its more obvious function is the sending of boxes of related books and plays to study groups, the provision of background material to the tutors and the building up of a strong local collection.

The Mobile Library Service, however, reaches those outside the range of even the rural evening institutes. With its larger non-fiction service and its general fiction selection (which is adequately stocked with the more

worthwhile imaginative books) it can clearly permit the countryman to continue his education and to broaden his interest "by the greatest single instrument open and available to every member in the community".

It should be possible to carry special collections related to the evening institute's syllabus so that the keener members of classes may read "around" their subjects. By using a "forward-drive" vehicle on the present wheel-base an extra four to five feet of interior length may be provided. This space could take an extra range of shelves which could be used exclusively for this work.

(9). In considering the development of the County Library in the immediate future and in comparing the rival claims of the rural library service as opposed to those of the urban branch programme it should be noted that there exists at present an accidental situation which strongly favours the development of rural services by travelling libraries at a time when urban development is set about with difficulties. The factors which impede urban development are those of :—

(*a*). *Premises.* Since new building is almost impossible branches can only be provided by adapting existing premises. These are in great demand for other purposes and prices are accordingly high. No premises at all can be found in such places as Ketley, Hadley, Newport, Ironbridge.

Where premises *can* be found these are often most difficult to adapt and in places, for example Market Drayton, old buildings which are too large for the purpose and which have high overhead costs have to be taken over in order to provide accommodation.

(*b*). Building difficulties impede duly approved schemes (e.g. Cleobury Mortimer, where the scheme to provide a library room in the Parish Hall extension has not materialised although the scheme was adopted in April, 1950). Great pressure of work in the County Architect's department is also a factor in slowing up the few projects which become feasible on the discovery of suitable premises.

(*c*). *Staffing.* Although part-time vacancies are easily filled, finding trained staff for full-time branches is most difficult. At Oakengates, a new library with extremely good working conditions, the post of branch librarian was filled with great difficulty.

(*d*). Because of such impediments branch development becomes a matter of sheer chance. Money put in the Estimates for specific purposes very often cannot be spent because of lack of opportunity, while delays in producing architects' detailed plans and in the actual work of adaptations make it impossible to plan ahead and to carry out the Committee's intentions to the letter.

(10). Against this mobile libraries :

(*a*). Can be delivered within six months of the placing of an order.

(*b*). Their design, delivery and allocation to routes can be the result of considered planning.

(*c*). Staffing presents no difficulty. Work with travelling libraries is apparently a most popular occupation. As many as 20 applications have been received for one vacancy and the choice of a suitably

qualified librarian with the right kind of personality becomes correspondingly easier.

(11). *Costs.*

(*i*) *Overhead costs of mobile library.* (Vehicle operating costs and vehicle staff costs).

(*a*). 1950/51

Operating 4 days a week, 60,000 issues were made at a cost of 3.5*d.* per issue.

For 5 days a week, the cost per issue would have been 3.0*d.*

For 4 days and 3 evenings, the cost per issue would have been 3.6*d.*

The van was issuing for 68 per cent of a day's work — but only for 49 per cent of the week's time.

(*b*). *Estimated costs* 1951/52

Each van 4½ or 4¼ days per week proposed :

Cost per issue	3·5*d.*
5 days a week, cost would be	3·3*d.*
5 days and 3 evenings, cost would be	3·4*d.*

Evening running is uneconomical if overtime payments have to be made, owing to the heavy jump in salaries and wages. But it might provide for a type of person who cannot use the day service.

(*ii*). *Issues.*

(*a*). Comparisons are not easy — adult centres were staffed by volunteers whose returns were not always complete. Centres for which adequate re-

turns were available show the following changes in issues when transferred to the mobile library :—

Centre	*Average Monthly Issues Summer Quarter, 1950 July — Sept. 1950*			*Issues Mobile Library July, 1951*		
	Fiction	*Non-fiction*	*Total*	*Fiction*	*Non-fiction*	*Total*
Whixal	132	13	145	149	50	199
Tilstock	36	2	38	46	8	54
Grindley Brook	29	1	30	56	13	69
Lightfield	23	4	27	115	14	129
Prees	28	5	33	290	60	350
Loppington	26	2	28	80	4	84
Lyneal	175	4	179	93	30	123
Moreton Say	18	1	19	5	2	7
Lower Heath	36	3	39	53	6	59
Sleap	60	1	61	59	4	63
TOTAL :	563	36	599	946	191	1,137
		6%			17%	

(The 1952/53 non-fiction percentage is 19-21%).

(*b*). *Costs.*

(*i*). *Capital.* Mobile library serves 90 halts and needs 6,000 books (2,000 on shelves, 4,000 with readers).

Cost :	Van	£1,100
	Books	£2,000
		£3,100

(Later vehicles have cost more. £1,600 has been allowed for the 4th mobile library).

90 centres at 100 books cost :

Boxes : Already available — otherwise	£300
Books :	£3,000
	£3,000 — £3,300

For 150 books each (the 1950/51 average) cost is £4,500 — £4,900.

(*ii*). *Maintenance* (1950/51 figures). (Maintenance costs per 1,000 books : binding £17; replaced (25%) £80).

Mobile library : Operating costs	£860
H. Q. staff	£174
Maint. costs for 6,000 books	£582
	£1,616 or £1,770 for 1951/52.

Centres (excluding fuel and lighting of school premises).

At 100 books each.

90 centres cost — overheads	£987
Maint. of 9,000 books	£873
	£1,860

At 150 books each,

90 centres cost — overheads	£987 (or more)
Maint. of 13,500 books	£1,310
	£2,297

(*iii*). Overhead costs per issue (1950/51) (including H. Q. staff excluding book element).

Mobile Library	2·1*d*.
Centres	4·1*d*.

This is in apparent contradiction to the comparative maintenance costs in (ii) on the previous page and the increased issues from mobile library in (ii). (a) on pp. 144-5. The explanation is that the 90 centres needed to replace the present mobile service would be at smaller places than those actually provided in 1950/51, and the number of issues per centre would be appreciably smaller.

(*iv*). *Headquarters Costs.* Staff salaries, stationery, offices, apportionments, etc.

	Static Centre	*Mobile Library*
Mean Annual unit cost	£7	£174
(N. B. One mobile library is roughly equivalent in circulation and cost to 90 static centres).		
Mean cost per issue	1·4*d*.	0·6*d*.
(Not strictly applicable, since increased issues do not mean a direct increase in H. Q. time).		
Mean cost per book on charge	11·4*d*.	7·0*d*.

(*v*). *Issues per man-hour*

Mobile Library	30	(or 40 per issuing hour)
*Albrighton	39	
Bridgnorth	20	
*Church Stretton	20	
Dawley	19	
*Ellesmere	35	
*Ifton Heath	17	
*Ludlow	39	
*Market Drayton	27	
*New Donnington	17	
Oakengates	24	Both of these centres provide services beyond book issues — reference, periodicals and papers, children's libraries.
Wellington	14	

* Part-time staff.

(*vi*). *Conclusions*

(*a*). The vehicle unit costs per issue could be reduced by 5 days operating a week, even allowing for extra Headquarters staff to do clerical work now done by the mobile librarian. This, however, would leave half a day a week only for vehicle maintenance and would be inadvisable. (The vans at present run 4½ days per week).

(*b*). The mobile service needs a smaller overhead stock of books than the equivalent number of static centres.

(*c*). The vans, as at present operating, are doing the work of a number of small static centres at slightly lower cost. The capital cost of providing those centres would be no less, and possibly more, than the capital cost of the mobile service. The choice of books available at the centre would be greatly inferior to the choice in the van.

(*d*). On replacing a static centre by the mobile service there is often a substantial increase in issues, particularly in non-fiction books.

Index

A. L. A. COMMITTEE ON POST-WAR PLANNING, 46, 47
Access, 3, 11, 18, 81
Andhra University, 60
Ashburner, E.H., 71
Ashby, R.F., 6
Ashrams, 10
Athivirarāma Pandiyan, 10

BANARAS HINDU UNIVERSITY, 60
Berelson, Bernard, 63
Bibliobus, *see* Mobile Library
Boden, C.R., 1
Bodet, J.T., 5
Bombay State Library Development Committee, 1939, 26
Bombay University, 60
Book-mobiles, *see* Mobile Library
Book-selection, 73-9
Bookshelf, 14, 72
Borden, A.W., 59
Branch library, 85, 90
British Museum, 17
Budget, 49-51

CALCUTTA UNIVERSITY, 60
Censorship, 3, 23
Central library, 85
Children's libraries, 23
Clay tablets, 1
Clayton heater, 95
Cobbett, William, 17
College and University libraries, 28
Colon classification, 60
Community halls, 66
Community survey, 7-9
Corbett, E.V., 44
Cutter, C.A., 56

DANTON, J.P., 2, 56
Decimal classification, 77
Delhi Public Library, 45
Delhi University, 60-1
Delivery stations, 67
Delivery vans, *see* Mobile Library
Deposit (Library), 35, 36
Deposit centre, 79, 85, 88
Deposit station, 85
De Quincey, Thomas, 74
Dickinson, A.D., 59

EDWARDS, EDWARD, 56
Exhibition van, *see* Mobile Library
Extension work, 18

FERGUSON, J.B., 128.
Films, 76
Five Laws of Library Science, 10-19
Five Year Plan (India), 6, 27

GANGWAYS, 72
Gardner, F.M., 3
Githens, A.M., 71
Godet, Marcel, 4

HEATING, 68, 95
Houle, C.O., 1, 9, 23, 75
Howards, Paul, 102
Hyderabad Public Libraries Bill, 1954, 26

INTELLECTUAL AND CULTURAL WELFARE BOARD, 103
International Federation of Library Associations, 4

JAST, STANLEY, 78
Joeckel, C.B., 20, 44, 45, 50, 64, 73, 102
Jowett, Charles, 56

LIBRARIAN, 11, 52
Librarianship, 56
Library,
  Budget, 49-51
  Definition, 1
  Expenditure, 47
  Fee, 35
  Finance, 17, 22, 41-51
  Functions, 4
  Legislation, 18, 20-40
    India, 26-40
    U.K., 25
    U.S.A., 23-24
  Location, 12
  Rate, *see* Library Tax
  Rules and regulations, 16, 35, 80-2
  Security, 35, 36
  Service, 24
    Social factors governing, 7-9
  Tax, 36, 42-5, 47
  Working hours, 13
Library Associations, 104
Library authority, 32-8, 103, 104
Library Buildings, 64-72
  Cost, 66-7
  Design, 64, 65
  Heating and air conditioning, 68
  Lighting and ventilation, 68, 95
  Location, 12, 66
Library cooperation, 22
Library equipment, 14, 71
Library Research Board, 104
Library Staff, 15, 24, 34, 39, 52-63, 88
  Education and training, 55-8, 61-2, 63
  Estimate of India's require-

ment, 54
Regulations, 81
Training schools, 81
Library suppliers, 14, 71
Library system, 65, 83-9
Lighting and ventilation, 68, 75
Literacy, India, 27, 74
Lynd, Robert, 74

McColvin, L. R., 2, 4, 30, 48, 90, 96, 99
Madras Public Libraries Act, 1948, 26, 28-40, 53, 113-27
Madras University, 59-60
Mass communication media, 73
Merrill, J.W., 41
Mobile library, 66, 67, 86, 90-100, 128-48
Costs, operating, 96, 143-6
Library fittings, 97-9
Specifications and costs of vans, 97-9, 128-35

National Library, Calcutta, 60

Panizzi, Anthony, 56
Papyrus sheets, 1
Parchment rolls, 1
Penalties, 80
Pictures, 76
Press and Registration of Books Act, 1867, 39
Punjab University, 59, 60

Radio, 76
Ranganathan, S.R., 7, 10, 28, 31, 32, 54, 55, 56, 61, 64
Rateable value, 44, 45
Reading accommodation, 72
Revie, James, 2, 4
Rose, Ernestine, 101
Rules and regulations, 16, 35, 80-2

Savage, E.A., 78
Sayers, W. C. B., 15
Selective cataloguing, 74
Service points, 85
Shelves, 14, 72
Shropshire County Library,
Tender for mobile library, 128-35
Working plan for mobile library, 136-48
Simplified cataloguing, 74
Social factors governing a library, 7-9
Social Welfare Board of India, 103
Special libraries, 22
State aid, 41-8, 103
Sydney, Edward, 3

Television, 76
Temples, 10
Town library, 85, 86-7

Travelling library, *see* Mobile Library

UNESCO MANIFESTO, 1949, 2
University libraries, 28

VANDEUSEN, N.C., 63
Ventilation, 68, 95
Village library, 87-8
Viswanathan, C.G., 16

WEEDING, 74
Wheeler, J.L., 71
Winslow, Amy, 20, 44, 45, 50, 64, 73, 102
Working hours, 13
Work-rooms, 72



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